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ABSTRACT

This report, the second of two volumes, contains a summary of some of the findings and recommendations resulting from research of the Child Development Associate (CDA) Training Program performed by the National Planning Association (NPA). Three areas are reviewed: (1) the involvement of states in CDA credentialing, including an analysis of present state qualification requirements for child care workers, (2) a comparison of these qualifications and CDA requirements, and (3) a presentation of alternatives through which the CDA credentials may be accepted and supported by the states. The section on utilization of CDA's in Head Start examines program planning considerations, time phasing, estimated requirements, alternative strategies to recruitment and upgrading of personnel, and additional problems concerning the relationship of CDA's to Head Start. A total of 18 abstracts of federal programs showing potential CDA support and related program guidance materials are presented. In the final chapter, a framework for the evaluation of the cost-effectiveness of the CDA program is offered. Discussed are the relevant issues, objectives, stages of evaluation, a cost analysis and a recommendation for investment in CDA's. (SDH)

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FINAL REPORT

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THE CHILD DEVELOPMENT ASSCCIATE POLICY PLANNING AND PROGRAMMING: STRATEGIES AND ALTERNATIVES

National Planning Association

Washington, D.C.

September, 1973

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September, 1973

CHILD DEVELOPMENT ASSOCIATE
PROGRAM TRAINING

STATE INVOLVEMENT IN CDA CREDENTIALING: AN ANALYSIS OF PRESCHOOL PERSONNEL REQUIREMENTS AND STANDARDS IN RELATION TO THE CDA

Submitted as partial fulfillment of the contract to provide planning and technical assistance to the CDA program.

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I. Conclusions and Recommendations

A. Introduction

This chapter of the report sets forth the qualification requirements for classroom professional personnel (child care workers) by state for various early childhood programs such as nursery, kindergarten, and day care programs. As with the supply and demand task, the contract required that NPA examine source material from recent surveys, rather than engage in a new data collection effort. NPA therefore mainly utilized data from surveys conducted by the Consulting Services Corporation (CONSERCO), the Office of Economic Opportunity (OEO), and the National Education Association (NEA) to show state day care licensing and teacher certification requirements. These requirements were then further analyzed and compared with the competencies and personal capacities to be required of a credentialled CDA in order to identify barriers to CDA acceptance. A final task required that NPA present alternative ways through which the CDA program and a CDA credential be accepted and supported by the states.

B. Summary

1. Staffing Standards.

Very few of the states had meaningful criteria for professional classroom personnel, although competency-based training and certification require-

ments are now being contemplated and planned by many. It is clear from the supply and demand analysis set forth in Chapter II, and from the data presented in this chapter, that if comprehensive, quality day care is to be provided by professionally competent staff, that it will be necessary to upgrade the competencies of many thousands of underqualified personnel now rendering this service in private and publicly funded day care. Credentialled CDA's will be required to fill positions created by the growth of the child care sector in the next decade. Turnover rates of personnel of over fifteen percent a year will also add to the demand for professionally competent child care workers.

State staffing standards, as they stand, however, are not particularly oriented towards the clear definition of competencies or the skills necessary for working with young children. This finding underscores the need to question the basis for current staffing requirements. The possession of a degree, per se, should not automatically qualify an individual as a competent teacher or caretaker. Individuals with a degree in fields other than early childhood education or child development should establish to the satisfaction of a credentialing body that they possess the competencies and capacities necessary for working with young children. Then, if a person with a B.A. degree in a nonqualifying field is unable to comply with such a requirement, proper steps may be taken to upgrade his competency in a training program suited to his background, experience and needs. It is thus essential that several pathways leading an individual towards the development of the CDA competencies should be accepted. Such a breakthrough could be achieved through a credentialing process like the CDA where individuals are assessed

on the basis of their competencies and not necessarily on the types of training pathways they follow to achieve competence. This should not in any way detract from the importance of expanding the availability of CDA training since some individuals with B.A. degrees and other staff would be required to upgrade their competencies and would still need CDA-type training.

The use of the CDA's should be mandated or encouraged for day care programs, and in Head Start, as more explicitly discussed in Chapter V, "Utilization of CDA's in Head Start." Analysis of the standards show that some barriers exist in day care licensing regulations that would prevent the CDA's from working in day care programs. These barriers are identified in this report. They need to be eliminated in order to obtain full acceptance of the CDA. However, there should be no attempt to apply the CDA concept to kindergarten in the public school system for the next few years. Almost all school systems (49 states) now require a B.A. degree and teacher certification for the kindergarten level programs. The strategy should be to encourage the use of CDA's for day care centers, Head Start and other facilities outside the public school system. This approach permits the demonstration of the CDA as a new valuable and viable occupational specialty, a development which will help gain support for the CDA concept among the established state institutions concerned with qualifications of staff for the care of children under six. CDA's could be used, however, in nursery schools run by the public school systems on a discretionary basis, since only nineteen states require certification for this level. Private nursery school programs are not widely covered by certification requirements and could be explored as further sources of positions for the CDA's.

It may be too early to mandate that each child care classroom has a professionally qualified staff person of the CDA calibre. The inclusion of the CDA as one of the three alternate staffing standards in the proposed 1972 (FIDCR) Federal Interagency Day Care Requirements (in draft form) is a much needed development at this time. The timing will be propitious for setting such standards when a sufficient number of CDA's begin to come out of the training and credentialing pipeline. The Office of Child Development could then mandate the use of credentialled CDA's or persons with established equivalent competencies for all early childhood programs (particularly Head Start and day care) receiving Federal support. The ratio of CDA's or professional workers to children could be set accordingly. Once these standards are mandated, they should only be temporarily waived until an adequate number of credentialled CDA's or other qualified individuals are available to meet the need for competent staff.

2. Stragegies for Obtaining State Acceptance of CDA's and Participation in their Credentialing

NPA considered several alternatives for the assessment and credentialing of CDA's. NPA is in mutual agreement with the National CDA Consortium and OCD that NPA visits to the states to discuss alternatives on CDA credentialing at this early stage of the CDA program would be premature. NPA nevertheless had developed several strategies based upon discussions held with a few states prior to the agreement. These alternatives are the following: One alternative would be to adopt the strategy of having a national CDA credential issued by a national credentialing body, in this case, the CDA Consortium, recognized by all the states.

A second strategy would have the Child Development Associate Consortium provide technical assistance to the states, in establishing their own credentialing

agencies according to models to be developed by the Consortium. The states would then undertake credentialing by using instruments and procedures approved by the National Consortium in assessing applicants for the CDA credential. The models would provide for reciprocity among the states by recognizing and accepting the CDA credential. The Consortium would be responsible for negotiating reciprocal acceptance of the CDA credential among the states.

A third alternative would have the Consortium provide guidance to states in establishing their own credentialing agencies as in the strategy above, while at the same time performing credentialing of CDA's for states that have not set up their own credentialing bodies or do not intend to do so. Some states may prefer to rely upon the Consortium for this service.

A fourth alternative would have Welfare Departments in some states responsible for credentialing of child care personnel. These alternatives are discussed in this chapter.

3. Reliable Data Collection System Essential for Sound Program Planning

NPA's analysis found that there exists no coordinated system for the collection of data concerning qualification standards of the states and localities for early childhood professional personnel or paraprofessionals working in the field. As a result, information received at the national level presents only partial and incomplete coverage. Surveys by Conserco and others collect at great cost data that cover only one point in time and soon become obsolete due to the frequent legislative and executive changes made by the states. An ongoing data collection system should be designed and installed to provide program planners and decision-makers at the federal, state and local levels with comprehensive and reliable data essential to meet their needs. Some alternative arrangements are set forth in this report to obtain the necessary data.

C. Findings, Conclusions and Recommendations

1. Staffing Standards

(a) State by state staffing standards for different types of early childhood programs professing similar objectives differ substantially in content and nature of their requirements.

(b) These staffing standards suffer from constant revision, are open to different interpretations and are difficult to aggregate into meaningful summations of nationwide trends.

(c) Qualification standards are set very low for most states particularly for day care personnel. No mention is made of competency-based training or personnel competencies in licensing standards.

(d) It should also be noted that some states are moving towards performance-based training in early childhood education for those receiving B.A. degrees. They have developed competencies as goals for teachers and designing criteria to measure progress towards their achievement.

(e) There is need for more uniformity and agreement between licensing day care regulations and program standards. City, county and state regulations have still to be coordinated with federal guide regulations such as the proposed 1972 Federal Interagency Day Care Requirements, and the recently released Model Guides to Day Care Licensing.

(f) Under teacher certification standards, individuals with elementary school certificates can easily move into available preprimary positions where the elementary certificate is the standard requirement or accepted as an alternate certificate. Similarly, these certificate holders enter into day care positions as the "more professionally trained" staff. These personnel may not have the necessary background training and experience in early childhood education nor possess the skills required by the CDA competencies.

(g) The CDA credentialing process as it is developed, accepted and installed could fill the gap in both the licensing and certification process for the assessment of an individual's competency, to flexibly work in any early childhood development program, i.e., a requirement neither based upon the licensing process's inordinate emphasis upon the total "facility" and the certification process's strict focus upon B.A. degree requirements.

(h) Agencies concerned with early childhood programs staffing standards within most states operate independently of each other. The differences in approach and lack of coordination are traditional and have been in existence for a long time. The licensing authorities on the average, maintain only informal and sporadic relations with the education agencies charged with accreditation, teacher certification and education, and hardly at all, with the early childhood development groups.

(i) The establishment of early childhood coordinating agencies in various states is a recent trend, begun to correct the above cited situations and geared towards the unification of efforts to provide quality early childhood program services.

(j) Information on the current staffing requirements for early childhood development by state, the establishment of coordinating agencies, their objectives, activities, types of childhood programs, etc., is not available on a uniform basis. Only incomplete or partial data is available. Surveys of licensing conducted by Conserco and other research groups focus on one point in time, and are soon rendered obsolete by the numerous changes made by the states. No data collection system for this type of information exists that would maintain the data on a current and useful basis for program planning and decision-making purposes.

The following strategies are offered to encourage the acceptance of the national CDA credential within each state. These approaches are general guidelines that could prove helpful in dealing with the raised issues. These approaches are:

(a) Support competency-based training

In many states where competency-based training is an established and growing movement, the strategy should be to support the development of competency-based staffing standards by exploring the mutuality of the CDA competencies and the early childhood education standards these states have been developing for teaching personnel. In states where competency-based training is a new and relatively untried concept, the strategy should be to introduce and campaign for competency-based

training and standards using CDA training and the CDA credential as models for program development.

(b) Work for inclusion of the national CDA credential into existing certification and licensing regulations

Under state certification processes where the B.A. requirement is fixed and is in little likelihood of being changed, the strategy should be to stress the mutuality of goals between the teacher development programs and CDA training where the CDA credential could be incorporated into existing certification standards. CDA credentialing could be presented as a way of upgrading staff and insuring that only individuals who possess the necessary skills could work with young children. The national CDA credential could cover elementary level certificate holders whose area of specialty is outside early childhood education or child development if these individuals teach in nursery or kindergarten programs.

Under licensing requirements where staffing standards are still largely undefined, the strategy should be to campaign for the national CDA credential as the standard stipulated and used by the states. For example, this strategy would apply to the twenty states which were reported as not having specified any requirement and to the other states merely requiring "training and experience" or recommending that a high school diploma plus experience is advisable. In states where licensing requirements already stipulate certain educational standards, e.g., a high school diploma, a high school equivalency certificate or some college, the strategy should be to campaign for the waiving of these requirements for holders of the national CDA credential. This strategy should also include the stipulation that the age requirements which

would bar individuals who are unable to comply with the age limits be waived for credentialled CDA's.

(c) Work for the gradual acceptance of CDA's without B.A. degrees by demonstrating their merit primarily in private day care and Head Start rather than in public school kindergarten programs.

Once these CDA's have proven their merit in actual classroom situations, given the strengthened position of competency-based training, the national CDA credential based upon such training will gain from acceptance and stature, opening the doors gradually for CDA entry into other programs.

(d) Continue stressing staff as the key component of any quality early childhood program and work for the acceptance of the CDA competencies as the basic skills which any staff member working with young children in an early childhood program should have.

Current state regulations either focus upon the total facility (licensing) or upon college degree requirements (certification). The strategy should be to work for a broader perspective in which quality program standards stress quality staff, e.g., individuals trained in the CDA competencies and possessing the national CDA credential, as has been done in the OCD Guides for Day Care Licensing.

(e) Draw support from a nucleus of states who demonstrate strong interest in early childhood development.

The strategies outlined above will involve revisions of existing legislative policies and regulations and will require strong support and cooperation of the states and local areas. This report identified 23 states moving towards stronger coordination of ECE programs through their early childhood education agencies as well as the states with the most number of ECE staff development programs in their colleges and universities. The state conditions described provide important

indicators of the degree of interest these states may have for quality ECE standards and programs. Therefore these states may be the leading choice for OCD to concentrate upon in drawing support needed for the above strategies by involving their early childhood education agencies, colleges and universities, 4-C Committees and other community programs in the effort to gain nationwide acceptance of the CDA credential.

2. Strategies for Obtaining Acceptance and Participation in CDA Credentialing

One strategy would be to have a national credential that would be established and gain acceptance among the states, including reciprocity of recognition by one state of individuals trained as CDA's in another state. The national CDA Consortium would have the responsibility of issuing this credential and negotiating acceptance and reciprocity among the states. OCD has already given the assignment to the national Consortium for developing the criteria for some deliberation and holding up NPA visits to the field. OCD concurred with the national Consortium. NPA had also agreed that such visits would be premature. Without such field visits and discussions with the states, realistic and specific procedures for the credentialing process could not be developed. Specific procedures should be developed by the national Consortium after policies and related arrangements are agreed to by the states.

However, NPA did develop some alternative policies that were discussed with representatives of a few states before individual assessment of acquisition of the competencies and for development of the procedures for granting the credential.

By request of the national Consortium, NPA was precluded from discussing with the states the specifics of how the credentialing policies and procedures might operate or alternatives that might be considered. The national Consortium felt it was too early in the program for NPA to discuss such matters with state

representatives. After it was agreed not to go ahead with further state contacts. These alternatives are presented below.

The second alternative deals with the establishment of CDA credentialing as a distinct process outside the current institutional arrangements for licensing and teacher certification. Under this alternative, the CDA Consortium would provide technical assistance to the states in establishing their own credentialing agencies according to models to be developed by the Consortium. The states would assess and credential their own applicants by using state-approved assessment instruments and credentialing procedures. The models should provide for reciprocity among the states and specify how the CDA credential could be recognized and accepted by the states. The Consortium would be responsible for negotiating reciprocal acceptance of the CDA credential among the states. This strategy would depend upon the states' own initiative and commitment to the CDA program--a state like Texas, for example, willing to establish its own credentialing process would be suited to this approach. The strategy will also fit CDA credentialing to the needs and conditions in each individual state, where its state may set up its own regulations and processes accordingly.

State agencies responsible for day care should be identified as well as all major institutions concerned with child care. Welfare agencies, health agencies, education agencies and parent and community action groups should be approached to support the CDA concept and upgrading of personnel working with children in the classroom. Wherever possible, a state certification body should be established on an independent basis in the state human resources office, with the composition state-determined but modeled after the national Child Development Consortium. Its function should be to support the

use of CDA's in child care, set staffing qualifications, and credential child development staff personnel for all early childhood programs such as day care facilities and Head Start, but excluding the public school system. Of course, the Welfare and Education departments should have active participation in the credentialing agency's activities. Where an office of Early Childhood Development has been established as in Texas and Massachusetts, that office should provide the chair-person for the state credentialing body and the responsibility for providing the necessary drive and leadership.

The national Child Development Associate Consortium should provide technical assistance in bringing into being the state credentialing bodies. The CDA Consortium would develop model institutional arrangements, composition, functions and duties. The CDA Consortium would provide the state bodies with the initial assessments for an interim period. The CDA Consortium could also operate an information newsletter to exchange experiences among the states. The Consortium's function could be continued indefinitely or phased out over a period of time with central functions continued by OCD or some other institution.

OCD, the CDA Consortium and the state components helping to establish the new credentialing body for CDA's must insure that state legislation, regulations, licensing standards, agencies and their positions which may affect both CDA acceptance and credentialing are identified and are available for the use of interested parties.

Additional support can also be drawn from the 4-C Committees (Community Coordinated Child Care) programs. Alerting these organizations in local communities to the advantages and features of using the CDA to help achieve the objectives of providing comprehensive child development would be benefi-

cial and gain more local advocates for CDA's across the country. The 4-C's may prove to be a viable force in focusing upon legislative action and initiating changes in certification requirements favorable to the CDA.

A third alternative would have the Consortium provide technical assistance to the states that establish their own credentialing agencies, while simultaneously performing credentialing of CDA's for states that have not set up their own agencies or do not intend to do so. Some states may prefer to rely upon the Consortium for this service.

The fourth alternative approach would be for OCD to explore the possibilities of aligning CDA credentialing with the welfare authorities instead of the teacher certification groups. Since day care licensing seems more open to the CDA than teacher certification, bringing CDA credentialing under the control of the former would mean the possible advantage of working with existing structures. This alternative requires the support of licensing authorities, however, and the changes that have to be made in licensing regulations to include credentialing in the CDA manner. The problems of licensing are numerous. Therefore, it is quite probable that because of these problems, some states will resist CDA credentialing under this approach. NPA is cognizant of this fact but since conditions vary among states, it could prove workable for states that have licensing authorities supportive of the CDA program and willing to undertake the credentialing responsibility.

3. Data Collection

(a) Data on qualification standards affecting early childhood

program staffing is available from numerous data collection systems and in formats largely unrelated to the information needs of early childhood program planners. OCD should establish a regular information collection system which could adapt early childhood trends and staffing information to the specific program planning needs of OCD and its CDA credentialing agency, the CDA Consortium. A continuous study and analysis of staffing requirements in licensing and certification process around the country must be sustained. Up-to-date information will help identify issues that would affect the CDA credential, foresee changes in staffing regulations which would be detrimental to the CDA and pinpoint opportunities that must be seized to encourage the wide acceptance of the CDA credential in the states. The types of information that could be gathered to achieve the above purposes are:

1. The contents of legislation and staffing regulations, by state and local area, by type of process (licensing/certification), period, showing their emphasis upon: early childhood development, differences and similarity of their experience and training requirements, openness to substitution of experience for academic degrees, emphasis upon degree requirements, competency-based training, applicability of regular school certificates (elementary or secondary), state and local interpretations of policy, state and local differences.

2. Agencies concerned with early childhood development in each state, including purpose, activities, type of relationship maintained with other agencies, key individual officials in these agencies.

(b) OCD could formalize the data collection function in any of the following ways:

1. Assign this function to an agency that has started collecting information across the board for early childhood education. The Education Commission of the States has begun efforts in this area which are laudable, particularly since the information has been drawn from various state agencies concerned with early childhood programs on a state-by-state basis. The capability of the Commission for information collection in this area is still inadequate, however, and to enable a more thorough and regular effort, an expansion of its staff and resources would be required.
2. Explore this matter with the Center for Early Childhood Education at the ERIC (Educational Research Information Center) of the Office of Education. Lillian Katz, its director, has been involved in many early childhood programs including the CDA effort, and is aware of the need for a useful information system on staffing in this area. Staff, however, would have to be assigned to regularly collect, analyze and update reports or significant sources

of information. A major disadvantage is that ERIC was established as an information, abstracting and storage system, and not to perform this type of data collection and analysis.

3. Consider OCD's own in-house research capabilities. The research arm of the Office of Child Development could be charged with this responsibility. Staff trained in statistical data collection, analysis and survey design could be assigned these tasks.
4. Consider the National Center for Educational Statistics (NCES) at the Office of Education as a possibility for this type of data collection. The NCES has traditionally been involved in the conduct of surveys and the gathering of statistical information on educational programs.
5. Contract out to have the reporting system established and maintained.

(c) Encourage states to build viable information systems on licensing and certification requirements. These information systems should be related to the overall national effort of collecting useful information for planning and program development purposes in a uniform and coordinated manner.

II. The Current Status of Personnel Requirements Under Licensing and Certification

A. State and Federal Day Care Regulations

1. State Day Care Licensing Regulations

Day care personnel requirements under state licensing regulations are included as part of the total requirements to be met by day care centers and family day care homes. Centers or homes are licensed on the basis of their program facilities, building and space, sanitation, fire prevention and safety features, and other program components. A brief overview of the current status of licensing may be in order to provide a background understanding of the licensing process and how these conditions may affect OCD's efforts in seeking cooperative interagency approaches to personnel training and certification on the state and local level.

A survey conducted for OCD by Conserco found state and local agency approaches to licensing to be piecemeal and fragmented.[1/] The responsibilities and tasks of licensing have been divided among several agencies, where each agency carried out a separate component of the licensing process. In addition to this practice which has created problems of interagency coordination, the state regulations are also interpreted differently on the city and county levels. This multi-layered nature of coordination between the state and local areas has been pinpointed, not surprisingly, as a major cause for the delays in the licensing process and has prohibited the use of a more streamlined approach to licensing application. For instance, although the welfare department is identified as the major agency in charge

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1/ Consulting Services Corporation, State and Local Day Care Licensing Requirements Summary Report on Phase 1, for the Office of Child Development and the Office of Economic Opportunity, August 1971, p. 5-7.

of licensing in 40 of the states (see Table 1), each welfare department has to coordinate with five different agencies, on the average, to complete the licensing process. Moreover, should local branches of these agencies be included, the welfare department coordinates with ten different agencies, not counting its own local branches. The number still increases if the divisions within the local branches such as the city and county agencies are to be considered. A sample list[1/] of the agencies involved in the process is:

State welfare
Local welfare

State Health
Local Health

State Fire
Local Fire

State Building
Local Building

State Justice
State Tax Department

Local Zoning

It should be noted that the described licensing process did not include the liaison relationship between the licensing authority and the offices of education, such as the state departments of instruction or the newly created offices of early childhood education, and other agencies involved in child development, e.g., the 4-C committees. The absence of formal administrative linkages indicates that relations between the state departments of welfare and education may be desultory, and rather limited to informal, advisory matters concerning the licensing process.

1/ Ibid. Table 7, p. 28.

TABLE 1
DEPARTMENTS OF STATE GOVERNMENT
RESPONSIBLE FOR LICENSING DAY CARE FACILITIES*

	STATE LICENSES			VOLUNTARY LICENSES			CERTIFICATION ONLY 1/			NO LICENSING LAW		
	Family Day Care Homes	Group Day Care Homes	Day Care Centers	Family Day Care Homes	Group Day Care Homes	Day Care Centers	Family Day Care Homes	Group Day Care Homes	Day Care Centers	Family Day Care Homes	Group Day Care Homes	Day Care Centers
ALABAMA	W		W									
ALASKA	W	W	W									
ARIZONA							W					
ARKANSAS	W	W	W									
CALIFORNIA	W		W									
COLORADO	W		W									
CONNECTICUT	W		H									
DELAWARE	W	W	W									
FLORIDA	W		W									
GEORGIA	W		W									
HAWAII	W		W									
IDAHO	W					W						
ILLINOIS	W		W									
INDIANA	W		W									
IOWA	W		W									
KANSAS	H		H									
KENTUCKY	W		W									
LOUISIANA			W				W					
MAINE	W	W	W									
MARYLAND	W		H									
MASSACHUSETTS			H	W								
MICHIGAN	W		W									
MINNESOTA	W		W									
MISSISSIPPI				W		W						
MISSOURI	W	W	W									
MONTANA	W		W									
NEBRASKA	W		W									
NEVADA			W							X		
NEW HAMPSHIRE	W		W									
NEW JERSEY			E				W					
NEW MEXICO	H		H									
NEW YORK	W		W									
NORTH CAROLINA		W	W	W								
NORTH DAKOTA	W	W	W									
OHIO			W				W					
OKLAHOMA	W		W									
OREGON			W				W					
PENNSYLVANIA	W		W									
RHODE ISLAND	W		W									
SOUTH CAROLINE	W	W	W									
SOUTH DALPTA	W		W									
TENNESSE	W		W									
TEXAS	W		W									
UTAH	W		W									
VERMONT	O	O	O									
VIRGINIA	W		W									
WASHINGTON	W		W									
WEST VIRGINIA			W				W					
WISCONSIN			W							X		
WYOMING	W		W									
TOTAL	39	9	47	3		2	6			2		
Welfare	36	8	40	3		2	6			2		
Health	2		5									
OEO	1	1	1									
Education			1									

H = Health W = Welfare
E = Education O = Office of Economic Opportunity

Source: CONSERCO, State and Local Day Care Licensing Requirements, August, 1971.

1/ Certification here is used to signify the process of granting a certificate to a facility, not to an individual.

It would have been helpful for the purposes of this study if the Conserco Survey had shown how the local area interpretations of day care personnel requirements differ from the state regulations for some selected areas. However, the following illustration on zoning[1/] might serve to indicate the degree of difference: Requirements of a certain state for outdoor play space stipulate that "a safe, sanitary and adequate play area shall be available," and recommended that a standard of 100 square feet per child for day care centers (ten or more children) be allowed. This relatively clear and simple regulation has been interpreted in an exceedingly detailed manner by the city and county agencies. The city zoning ordinance set as the minimum an outdoor play area of 150 square feet or more for each child enrolled, and that the play area should be enclosed with a fence or screen not less than three feet in height, plus one space of off-street parking for each two employees. The county regulation stipulated a minimum play area of one acre which must be fenced and also included a lengthy explanation of the types of programs which may be commercially zoned in the county.

The findings of the survey indicate that twenty-five states have political subdivisions imposing separate day care licensing regulations. See Table 2. Twenty-two of these states have one or more cities that impose day care licensing requirements separate from and

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1/ Ibid., p. 35.

TABLE 2

STATES HAVING POLITICAL SUBDIVISIONS WITH SEPARATE DAY CARE LICENSING REQUIREMENTS*

	CITIES	COUNTIES
Alaska	x	
Arkansas	x	
Colorado	x	
Connecticut	x	
Florida		x
Illinois	x	
+ Indiana		x
- Iowa		x
Maine	x	
Maryland	x	x
- Michigan	x	x
Missouri	x	
Nebraska	x	
Nevada	x	x
New Hampshire	x	
New York	x	
North Carolina	x	
Ohio	x	
Oklahoma	x	x
Oregon	x	x
- South Carolina	x	
- Texas	x	
Virginia	x	x
+ West Virginia	x	
- Wyoming	x	

* Sources:
Office of Economic Opportunity, Day Care Survey - 1970, Summary of Selected State Licensing Requirements (Revised), December, 1971.

CONSERCO, State and Local Day Care Licensing Requirements, August, 1971.

+ Included in CONSERCO Study but not in O.E.O. Study.

- Included in O.E.O. Study but not in CONSERCO Study.

may be in addition to state requirements and nine have one or more counties which similarly impose separate requirements. From the data available, however, it could not be determined whether or not any of these local requirements pertain to qualifications of day care personnel.

(a) Abstracting Personnel Requirements from the Regulations

A Note on the Data Sources:

Sources which were combed for the contents of state by state day care licensing regulations point to an obvious need for better coordination of licensing information reporting on the national and state levels. There are two major surveys that have been conducted thus far on a nation-wide basis for the compilation of day care regulations by state. The Office of Economic Opportunity Study is an update of the Day Care Survey done by Westat-Westinghouse and is partly based upon Westat survey data. The second study was completed for the Office of Child Development by the Consulting Services Corporation. The data contained in both studies are dated late 1971, but were made available in mid-1972. The reason for the conduct of two similar efforts of nation-wide coverage for almost the same period is not explained. However, it was a matter of concern that the OEO data seemed to differ from the Conserco Study since these two surveys were conducted only a few months of each other.

A closer examination of the discrepancies, however, indicates that the Conserco tabulations do not clearly or accurately reflect Conserco's own state by state abstracts of licensing regulations. For example,

where the Conserco table showed, "some college" as the requirement for teachers in Massachusetts[1] and OEO showed "H.S. diploma" a check made of the actual regulations in Conserco and OEO showed that "H.S. diploma" was the requirement. In fact the regulations as quoted state:

> b. Teachers:
>
> 1.....
>
> 2. Education/Training: "All staff directing activities must hold a high school diploma or a Massachusetts High School Equivalency Certificate. All such staff not holding a degree with a major in Early Childhood Education or a related field must complete one course in early childhood education or child growth and development to be approved jointly by the Massachusetts Department of Education and Public Health.[2]

NPA consulted the actual regulations in Conserco and OEO to present a more detailed picture of teacher requirements. No substantial differences between the two studies for the individual states were noted when the actual regulations were studied. As an overall caution to the user, however, some of the discrepancies among the states may be attributed to the changing nature of the requirements and the difficulty of interpreting the regulations on a consistent basis. Further, the surveys may have varied in purpose and methodology. The OEO study provides some insight into the difficulties involved in information gathering by stating:

1/ Ibid, Appendix G, p. G-1.

2/ Conserco Abstracts of State Day Care Licensing Requirements, Part 2, DHEW Publication No. (OCD) 72-12, Office of Child Development, 1971, p. 3 of the section on Massachusetts regulations for Day Care.

> The development of regulations is a process of continuous revision. Revision document issuance policy varies among the states. Some have established loose-leaf supplement procedures, some transmit changes via administrative memoranda, others periodically issue revised editions of the entire body of regulations. Each system operates with varying frequency. To be assured of having current information, it is best to consult the responsible licensing agency.[1/]

NPA took note of the above factors in drawing the data from each survey which would fulfill the immediate needs of this analysis--to examine the requirements as specifically contained within the state regulations to ensure that no major barriers to the CDA exist. The user is enjoined to draw information on personnel requirements in both of these reports with caution, particularly for singular state responses until the time when a viable information system becomes available.

(b) Teacher Requirements in Day Care Licensing Regulations

Teacher requirements in state day care licensing regulations are not stringent in requiring B.A. degrees or college training for individuals teaching in day care programs. Conserco's or OEO's abstracts of day care licensing regulations show that only one state (Kansas) requires a B.A. for teachers in day care centers. However, this requirement applies only if the teacher handles a class of 16 or more children. See Table 3. Michigan includes nursery school program in its day care regulations and requires nursery school head teachers to have B.A. degrees. It should be clarified, however, that no day care "teacher" positions as such are mentioned in Michigan requirements and that day care programs need not

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1/ Summary of Selected State Licensing Requirements, Day Care Survey, 1970 (revised). Prepared by the Evaluation Division of the Office of Economic Opportunity and partly based upon Westinghouse Learning Corporation data, p. iii.

TABLE 3

TEACHER REQUIREMENTS IN DAY CARE LICENSING REGULATIONS AS RELATED TO CDA

State	ECE Training	Requirement			States Having Political Subdivisions with Separate Day Care Licensing Requirements		Perceived Barriers in These Requirements to CDA
		Education	Minimum Age	Other Related	Cities	Counties	
Alabama		working with children over 1 yr.-10th grade completion	N.S.	health exam; good character			
Alaska		N.S.	N.S.	health exam; good character	X		none on state level; need to verify city requirements
Arizona		N.S.	18	health exam; good character			
Arkansas	yes	4[1/] + training	21	health exam; good character	X		h.s. equivalency; age requirement
Calif.	yes	2	18	health exam; good character			college credit
Colorado	yes	3	18	health exam; good character	X		h.s. diploma; verify city requirements
Conn.		(3 + evidence of further training) or 20 yrs. experience	N.S.	health exam; good character	X		verify city requirements
Delaware	yes	3 + 1 yr. experience and ECE	18	health exam; good character			h.s. diploma
D.C.		N.S.	N.S.	health exam; good character			
Florida	yes	training and experience	N.S.	health exam; good character		X	verify county requirements
Georgia		3 is "advisable" plus experience	at least one member is 21	health exam; good character			age requirement
Hawaii		2	at least one between 18-65	health exam; good character			college credit
Idaho		N.S.	N.S.	health exam; good character			
Illinois	yes	3 or CC course	18	health exam; good character	X		verify city requirements
Indiana		N.S.	N.S.	health exam; good character		X	h.s. diploma; verify county requirements
Iowa	yes	2	16	health exam; good character		X	verify county requirements, college credit
Kansas	yes	1 if handling more than 16 children	at least one member is 21	health exam; good character			only if CDA were to handle large classes of 16 or more children

1/ See codes at end of table.

TABLE 3 Continued

State	ECE Training	Requirement			States Having Political Subdivisions with Separate Day Care Licensing Requirements		Perceived Barriers in These Requirements to CDA
		Education	Minimum Age	Other Related	Cities	Counties	
Kentucky		N.S.	N.S.	health exam; good character			
Louisiana		N.S.	N.S.	health exam; good character			
Maine	yes if K prog. is provided	3 or 4	N.S.	health exam; good character	X		h.s. diploma or equivalency
Maryland	yes	N.S. (still proposed)	no provisions	health exam	X	X	
Mass.	yes	3 or 4 + 1 course in ECE	N.S.	health exam			h.s. diploma or equivalency
Michigan	yes	training and experience	21	physical exam	X	X	age requirement
Minn.		N.S.	N.S.	health exam			
Miss.	yes	2 or 2 yrs. experience	21-65	health exam			age requirement; college credit
Missouri		N.S.	18-65	health exam	X		
Montana		N.S.	N.S.	health exam			
Nebraska	yes	2 recommended not required	21-65	health exam	X		age requirement, college credit
Nevada		Certification by St. Dept. of Ed. if a school	21	verification of physical fitness	X	X	certification requirements; age requirement
N.H.	yes	3+ECE courses recommended	21	annual physical	X		age requirement, h.s. diploma
N.J.	yes	2*	N.S.	annual health statement			
N.M.		N.S.	N.S.	health exam			
N.Y.	yes	N.S.	21	good health	X		age requirement
N.C.		N.S.	N.S.	health exam	X		
N.D.		N.S.	N.S.	health exam			
Ohio		3	N.S.	health exam	X		h.s. diploma
Oklahoma		3 or 4	N.S.	adequate health	X	X	h.s. diploma or equivalency
Oregon		N.S.	N.S.	good health	X	X	
Penna.	yes	3	N.S.	medical statement			h.s. diploma
R.I.		2	N.S.	health exam			college credit

TABLE 3 Continued

State	ECE Training	Requirement			States Having Political Subdivisions with Separate Day Care Licensing Requirements		Perceived Barriers in These Requirements to CDA
		Education	Minimum Age	Other Related	Cities	Counties	
S.C.		N.S.	"mature"	health exam	X		
S.D.		1 yr. experience or 1 CC course	21	health exam			age requirement; h.s. diploma
Tenn.		3	21-65	health exam			age requirement
Texas		N.S.	N.S.	health exam	X		h.s. diploma
Utah		N.S.	N.S.	health exam			
Vermont		N.S.	18	annual health exam			
Virginia		3	N.S.	health exam	X	X	h.s. diploma
Wash.		N.S.	18	good health			
W. Va.		N.S.	18	health exam	X		
Wisc.	yes	ability to meet qualifications for NS teachers cert.	21	health exam			age requirement
Wyoming		2	16	health exam	X		college credit

*Head Teacher - NJ nursery school certification or 2 years' teaching experience in nursery school or 2 yrs.' teaching experience in nursery school and NJ Certification with 6 semester hours of nursery school training.

Group Teacher - 2 yrs. college (15 semester hours in ECE) and 1 yrs.'teaching experience as assistant teacher in nursery school 15 semester hours of college work in ECE and enrolled in college program, two years experience in nursery school.

Codes 1 = B.A. or higher, 2 = some college, 3 - high school diploma, 4 = high school equivalency, NS = none specified.

Source: Conserco, Abstracts of State Day Care Licensing Requirements, Part 2, DHEW, Publication No. (OCD) 72-12, Office of Childhood Development, 1971 and Summary of Selected State Licensing Requirements, Day Care Survey, 1970 (revised). Prepared by the Evaluation Division of the Office of Economic Opportunity (revised and updated), partly based upon Westinghouse Learning Corporation data; also calls made to individual states to verify data by NPA staff and consultants.

employ teachers approved by the Michigan State Department of Education. Instead, requirements for day care "assistants" are described. The regulations specify that these assistants should be supervised by the person in charge (such as the director) and should have some training and experience in working with young children. This leaves Kansas as the only state with B.A. requirement for staff members handling more than 16 children.

Only six states require some college training for teachers in day care centers namely, California, Hawaii, Iowa, New Jersey, Rhode Island and Wyoming. In the case of the two other states which use this standard, Mississippi allows two years' experience to substitute for this requirement while Nebraska recommends it as the standard for its day care teachers. Twenty states do not specify education requirements and 11 require either a high school diploma or a high school equivalency certificate. Of the latter, Arkansas, Delaware, and Massachusetts have set training, experience or one course in child care and early childhood education as additional minimum requirements.

Experience and training are included as qualifications for teachers in the regulations. However, training requirements are for the most part minimal, elgl, one course in child care and only a few states allow experience to be substituted for degree or training requirements. These states are Connecticut, Illinois, South Dakota and Mississippi. Connecticut allows 20 years' experience to substitute for its educational requirements which are a high school diploma plus evidence of further training in child development.

Early childhood education (ECE) training is mentioned in the regulations of 19 states. Among these states, Maine qualified this requirement as applicable if a kindergarten program is provided while the remaining eighteen require ECE or recommend it as a training qualification. All of the states require health examinations or statements for teachers and that the teachers possess "good character."

An analysis of the teacher requirements for possible barriers to the recruitment and placement of CDA's shows that difficulties may arise for the CDA's in some areas. Several states require "some college work" for teachers in thier licensing regulations. This requirement might cause difficulties for CDA's still unable to obtain college credits for their CDA work, unless states are persuaded to credit CDA training or the national CDA credential towards this requirement. The OCD policy of encouraging CDA training institutions to award college credits to individuals seeking CDA training could also help prevent this difficulty.

Another barrier would be where states require H.S. diplomas or equivalency. CDA's who complete training without yet having finished their secondary education or who do not possess certificates of high school equivalency may run into some difficulty with this requirement. CDA policy does not require a H.S. diploma if an individual seeking training is at least 17 years of age. Again, unless states could be persuaded to waive this requirement for CDA's, those who are not high school graduates would have to obtain high school diplomas or equivalency certificates to prevent any question of eligibility under this state requirement.

The states that have set age requirements for their day care personnel might also cause some minor difficulties for the CDA. The minimum age of 18 would not be a real barrier for seventeen year olds undergoing CDA training for one to two years; by the time they complete training, they would be eligible to meet such an age requirement. However, if the state regulations stipulate 21 as the minimum age limit, younger persons completing CDA training before they reach 21 may be

barred from teaching until they reach 21. Ten states, namely, Arkansas, Michigan, Mississippi, Nebraska, Nevada, New Hampshire, New York, South Dakota, Tennessee, and Wisconsin, have set "21" as their age requirement while two other states, Georgia and Kansas, require at least one staff member to be 21 years of age.

Table 3 further lists states with localities imposing regulations different from or in addition to state regulations or requirements. There are 25 states included in this category, and an examination of these local area requirements (which were not available from current surveys) should be made to ensure that the CDA on the local level will not be barred from teaching in day care centers due to more stringent regulations set by county or city authorities.

In summary, day care licensing regulations do contain some barriers to the CDA which should be overcome. Experience is stressed as necessary, a development which certainly is not in conflict with the CDA concept, of giving appropriate credit to an individual's background and work experience. However, several requirements were identified posing possible areas of difficulty for the CDA. Under current state regulations, there is need for the CDA to demonstrate the following:

a) show college credits for CDA training in states requiring "some college" as their measure of educational qualifications for teachers;
b) show high school diplomas or equivalency in states requiring these certificates as the minimum teacher education or training requirement;

e) be more than 18 years or 21 years of age, as the case may be, in states setting age requirements;

d) be able to comply with teacher requirements in city and county regulations which may differ substantially from state requirements.

2. Current Status of Federal Regulations

The Federal Panel on Early Childhood was established in 1968 by the Secretary of HEW, at the request of the White House, as a first step to improve and expand all early childhood programs financed by federal funds. The Panel includes representatives from HEW and other federal agencies that are concerned with services to families and children -- the Departments of Labor, Agriculture, Commerce, Interior, Defense, Housing and Urban Development, the Office of Economic Opportunity, and the Office of Management and Budget.

One of the panel's first priorities was the development of Federal Interagency Day Care Requirements. Mandated by the Economic Opportunity Act of 1967, the FIDCR are standards applying to all major federally assisted day care programs. Issued in 1968, they establish requirements for facilities; education, social, health and nutrition services; staff training, parent involvement; administration; coordination; and evaluation.

In 1971, the Office of Child Development (DHEW) began the process of revising the earlier 1968 FIDCR. A draft was prepared and submitted to the Office of Management and Budget in June 1972. To date, no further action has occurred to promulgate the revised version, and the 1968 requirements are still legally enforceable, though they are not being disseminated by DHEW.

The 1972 draft version of the FIDCR set down these requirements relative to staff training and qualifications:

1. Each caregiver must be at least 18 years of age and must be able to read and write;

2. Each center enrolling 30 or more children has at least one employee in the facility at least 50% of the time the center is open, who meets one of the following qualifications:
   a. Bachelor or Associate Arts degree with at least 12 semester hours in child development, child psychology, child health, education or directly related fields, or
   b. a high school diploma, or its equivalent, plus at least three years of satisfactory experience in an educational, early childhood or day care program, or
   c. Certification as a Child Development Associate or similar status where a local, state or Federal certification program exists.[1/]

The draft FIDCR (1972) allows for new certification programs, such as CDA, to meet staffing requirements of federally funded programs. One purpose of the FIDCR (both 1968 and 1972 draft versions) is to insure minimum specified staffing standards in programs funded by federal monies. In some states, these requirements would duplicate state licensing requirements relating to staff qualifications; but in others, such as Arizona, Idaho, Montana, and North Carolina, the FIDCR requirements are much higher than the state licensing requirements for day care staff.

On February 15, 1973, DHEW issued proposed new regulations for the funding and administration of social service programs. These proposals make no reference to FIDCR or any other federal child care standards. Even though there is no mention of them, the 1968 FIDCR still would apply

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1/ The Proposed 1972 Federal Day Care Requirements, Federal Panel on Early Childhood. Office of Child Development, HEW, 1972, Attachment 3, Section 1, pp. 29-30.

to programs funded through social services, under the authority of the congressional mandate. At this writing, the social services regulations proposed in February and revised in May of 1973 are still under consideration. By act of Congress they are not to go into effect until November, 1973 in order to defer their enactment to allow time for further revisions.

Should the 1972 FIDCR or any new regulations be promulgated in the future, (recognizing that changes may be forthcoming in these requirements) the reference in these regulations to the CDA credential as one of the three recommended alternative staffing standards should be maintained. This would underscore Federal support for the CDA program and help develop its viability as a staff credential on the local levels. This recommendation similarly holds for the Head Start Program Standards (as discussed in more detail in NPA's analysis of the utilization of CDA's in Head Start) where again, OCD's spearhead role for encouraging widespread acceptance of the CDA credential would be needed and appreciated. The inclusion of the CDA credential across all government regulations pertaining to descriptions of quality programs, should help achieve uniformity in staff requirements and more specifically define the standards of competence needed for child care programs staff.

3. Trends and Slated Changes

In view of the major weaknesses of the licensing process and the need for revising conflicting state and local regulations, the Conserco Study concluded, "It is quite likely, then, that the majority of the states will soon undertake changes in their licensing process which they deem to be in the best interest of their individual departments. However, it is not at all certain that the individual changes will produce any greater uniformity among states or within states. In all likelihood, the changes anticipated by the states will result in some slight localized improvements, but the basic problems deterring rapid expansion nationally will remain . . . . The Study strongly recommends that the Federal Government assume the spearhead role in this process of change . . . ."[1/]

It is commendable that the Office of Child Development has developed the Guides for Day Care Licensing[2/] as a response to the above recommendation. Furthermore, the guidelines have incorporated changes that make staff requirements in notable agreement with the CDA competencies or the abilities needed by a staff member in a quality child development program. Guideline No. 4 of Part B, equates the CDA credential (or similar status granted by the Federal, state or local levels) to the B.A. degree with at least 12 semester hours in child development or any related field, and to a H.S. diploma or its equivalent plus three years of satisfactory experience in an early childhood program. Individuals staffing the facilities are required to possess the abilities needed to implement the program standards in Part B.

1/ Conserco, Summary Report on Phase I, pp. 51-52.

2/ Bureau of Child Development Services, Guides for Day Care Licensing, Office of Child Development, Department of Health, Education and Welfare, 1973.

The manner of relating guidelines to the CDA competencies seems to be workable for gradually incorporating competency-based changes in day care program staffing standards. It is hoped that after the CDA competencies undergo testing, revision or refinement, they will be directly included as the abilities needed by staff to maintain program standards.

However, it seems debatable that these Guides will prove fruitful in encouraging the states to move in the right directions in implementing the necessary changes. An analysis of the Guides shows that they fall short in the very areas identified as the major sources of delays and difficulties in the licensing process. Little guidance is available yet on the methods of streamlining the coordination between agencies. Alternatives are not described for involving the various agencies traditionally concerned with licensing, such as the health department or the fire and zoning departments. More important, the future roles of the lesser-involved agencies such as the early childhood development agencies and the education departments are not treated. In this respect, the states are largely left to their own resources in revising the coordination procedures which have been the cause of problems in the past. These same problems may therefore crop up once more in revising regulations and interpreting them on the state and local levels. Although the job responsibilities of the licensing authority and staff are well spelled out, the equivalent responsibilities of the agencies are not. The conclusion of the Guides states, "With recognition that needs, governmental structures and accepted practices differ from state to state, a single administrative solution to the problems noted is not feasible. . ."[1/]

1/ Ibid., p. 47.

and "In conclusion, it must again be emphasized that the general principles and specific recommendations contained in this section are not prescribed as a model which every state should follow in its entirety. The problems to which these recommendations are addressed, however, are near-universal; it is hoped that this approach will serve as a stimulus to creative solutions at the state and local level throughout the nation."[1/]

The recognition of the fragmentation of state agencies' responsibilities for child development and the need for planning and coordination is helpful. However, the development of experimental models and approaches to licensing where each agency's role might have been clearly delineated could usefully have been suggested in the Guide. Technical assistance presented through the Guide could have addressed the following areas:

(a) how the various government agencies, led by the state licensing authority could determine the facilities' compliance with the revised program standards;

(b) how the agencies could work together in developing well-trained and competent professionals who could implement the revised program standards and achieve quality program objectives;

(c) how the agencies could work together for the expansion of child care and development programs as a long-range objective.

It would not be sufficient to state that "teamwork on the part of all officials involved in the licensing process is essential to timely and constructive decisions regarding the application and will greatly reduce confusion of the applicant . . . ."[2/] The Guides should have drawn upon the insights and perspectives of the many informed individuals involved

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1/ Ibid., p. 55.

2/ Ibid., p. 53.

in the development of the guidelines for concrete examples of achieving teamwork and coordinating agency roles.

In all, it is heartening to note that the Guides are clearly a first step in encouraging stronger cooperation between agencies on the national, state and local levels. How states react to this impetus will determine the meaningfulness of the licensing process and its role in emphasizing the need for quality day care programs and staff.

B. Personnel Certification Requirements

1. Standards for Teacher Education and Certification

The work of the National Association of State Directors of Teacher Education and Certification (NASDTEC), one of the member agencies of the national CDA Consortium, in developing standards for Early Childhood Education and the Teaching of Exceptional Children is also relevant. According to Ward Sinclair, the Association's Secretary, these developed standards, called the "Standards for State Approval of Teacher Education," cover the whole range of teacher education areas and are used in 21 states and the District of Columbia for approving teacher education programs. They also form the basis for reciprocal agreements among these states.[1/] Many states also use these Standards in various ways and will grant certificates to graduates of colleges approved by the NASDTEC standards. These Standards therefore are important indicators of teacher education requirements being set in colleges and other teacher training institutions.

The Standards undergo constant revision and updating. However, the 1971 standards, which emphasized the importance of performance criteria as the basis for teacher education curriculum planning, the application of performance criteria to the evaluation of graduates of approved programs and the encouragement of planned innovation, were not changed in the early childhood education area in the 1973 update.[2/] The Standards were intended primarily for the use of state departments of education. They have been written to allow for cooperation between the state agencies and the National Council for Accreditation of Teacher Education (NCATE) and the six regional accrediting

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1/ NPA communication with Ward Sinclair, Director of Teacher Education and Academic Credentials, Division of Field Services, Department of Education, Trenton, New Jersey, November 1972.

2/ National Association of State Directors of Teacher Education and Certification, Standards for State Approval of Teacher Education, Division of Teacher Certification, Utah State Board of Education, Utah, 1971 and 1973 update.

agencies. Thus, the standards reflect a consensus of suggestions and recommendations of agencies concerned with teacher certification and are aimed at the needs of institutions which require guidance in program development.

The Standards in the area of Early Childhood Education advocate the provision of training which will enable the prospective teacher to attain competencies in 10 areas. A comparison of these Standards with the CDA competencies shows the latter to be very much in line with the Standards. The programs should train teachers to develop positive self-concepts, verbal and nonverbal skills, and social competency in the children, which could be deemed equivalent to the CDA competencies B, C and D, respectively.[1/] The CDA competencies, however, surpass the Standards in detail, giving the user a clearer description of desirable teacher abilities and personal characteristics. The Standards, for one, do not describe the personal qualities of the teacher needed to deal with young children, but give more attention to this concern in the preparation or teachers of exceptional children. "The program shall provide early opportunities for supervised laboratory experiences with exceptional children as one means of determining the candidates' maturity for work with exceptional children."[2/] The criteria for "maturity" are not offered and states are asked to determine them.

1/ Child Development Training Guide, Office of Child Development, Department of Health, Education and Welfare, April, 1973, p. 16.

2/ Standards VI, Ibid., p. 39.

Whether mutual exchange or acceptance of standards will occur between the CDA competencies and the NASDTEC standards remains to be seen. The 1973 version of the Standards does not show changes for the ECE teacher competencies which have been in effect since 1971. However, the NASDTEC is a member of the national CDA Consortium and a coordination of efforts showing CDA input in future revisions of the Standards as well as NASDTEC influence in the CDA credentialing process is a possibility.

2. State Teacher Certification Requirements

Almost all states require that individuals teaching in public elementary and kindergarten programs hold certificates. Out of the 50 states and D.C. and Puerto Rico, all with the exception of Idaho now require kindergarten teachers to be certified. All require elementary level certification. See Table 4. (In 1970, 47 states and D.C. and Puerto Rico required kindergarten teachers to hold certificates.) Idaho's regulations stipulate "certificates are required of administrators, supervisors, and teachers in all public schools, grades 1-12."[1/]

For public nursery schools, nineteen states require teachers to hold certificates while a total of 33 states and territories do not require it, presumably because they do not provide these schools with public support. This trend has not changed since 1970.

State or local funding support for early childhood development programs is reported for only eight states (Connecticut, Iowa, Kansas, New Jersey, New York, Pennsylvania, Rhode Island and Utah).[2/] Thus, it may be due to this reason that even a lesser number of states require certification for private nursery, kindergarten and elementary schools, respectively. These states require private schools and other educational facilities to employ certified teachers only in cases where these schools desire accreditation.

Issuance of certificates is handled as a responsibility by various designated legal authorities in each state requiring certification. The agency most often charged with this responsibility is usually the certification branch of the state departments of education within each state.[3/]

1/ Stinnett, T.M. and G.E. Pershing, Manual on Certification Requirements for School Personnel in the United States, Washington, D.C.: National Education Association, No. 381-1180, 1970, p. 27; 1973 data made available to NPA by Ms. G. Pershing prior to the 1973 Manual's release and publication.

2/ Ibid.

3/ Education Commission of the States Survey Data on State Administration of Certification of Preschool Teachers, Fall, 1972.

TABLE 4

TYPES OF SCHOOL PERSONNEL REQUIRED BY STATE LAW OR REGULATION TO HOLD CERTIFICATES

State	Public School			Private and Parochial School		
	Nursery School Teachers	Kindergarten Teachers	Elementary School Teachers	Nursery School Teachers	Kindergarten Teachers	Elementary School Teachers
Alabama		X	X			X
Alaska		X	X		X[1]	X[1]
Arizona	X	X	X			
Arkansas		X	X			
California	X[2]	X	X			
Colorado	X	X	X			X[1]
Connecticut[4]	X	X	X	X[1]	X[1]	X[1]
Delaware		X	X			
District of Col.		X	X			
Florida		X	X			
Georgia		X[5]	X			
Hawaii	X[6]	X[6]	X[7]	X	X	X
Idaho			X			
Illinois		X	X			
Indiana		X	X			
Iowa	X	X	X			X
Kansas	X	X	X	X[1]	X[1]	X[1]
Kentucky	X	X	X			X
Louisiana	X	X	X	X[1]	X[1]	X[1]
Maine		X	X		X[7]	X[7]
Maryland		X	X	-[8]	-[8]	-[8]
Massachusetts		X	X			
Michigan	X	X	X	X	X	X
Minnesota	X	X	X			
Mississippi		X	X			
Missouri		X	X			
Montana		X	X			X[1]
Nebraska	X	X	X	X	X	X
Nevada		X	X		X[9]	X[9]
New Hampshire		X[10]	X			
New Jersey	X	X	X			
New Mexico		X	X			X
New York	X	X	X	-[11]		
North Carolina		X	X		X	X
North Dakota		X	X			X[1]
Ohio		X	X		X	X
Oklahoma		X	X		X[1]	X[1]
Oregon		X	X			
Pennsylvania	X	X	X	X[12]	X[12]	X[12]
Puerto Rico[16]		X	X			X
Rhode Island	X	X	X			X[14]
South Carolina		X	X			-[8]
South Dakota	X	X	X	X	X	X
Tennessee		X	X			
Texas		X	X			
Utah		X	X			
Vermont		X	X			
Virginia		X	X			X[1]
Washington	X	X	X		X	X
West Virginia		X[15]	X		X[15]	X
Wisconsin	X	X	X	-[16]		
Wyoming		X	X			

TABLE 4 FOOTNOTES

[1]If accreditation is desired; or in Connecticut, if the school wishes state aid based on the number of teachers of nonreligious subjects.
[2]Children's Center Permit required.
[3]Noncertified teachers who hold a master's or doctor's degree in an academic subject field may be employed in junior colleges for an aggregate total of three years without holding a credential, after which they must be regularly certified.
[4]Applies to state institutions operating education programs.
[5]A certificate is available.
[6]Refers now to preschool through grade 6.
[7]In parochial schools.
[8]Certificates are issued upon request to nonpublic school teachers who meet the requirements.
[9]In private schools only.
[10]Refers to kindergarten through elementary.
[11]Rules of the Department of Health in New York City require that professional staff of a private nursery school hold state teaching certificates. State voluntary registration of private nursery schools requires the staff to be certified.
[12]A new law allocates public funds for nonpublic school teachers, who must be certified within five years. Certificates now are issued upon request to teachers who meet requirements.
[13]Puerto Rico did not report for 1970. Requirements shown are carried over from the 1967 Edition.
[14]Nonpublic elementary teachers who apply for salary supplements authorized by the 1969 legislature must be certificated.
[15]An approved kindergarten must employ teachers who hold professional elementary teaching certificates.
[16]Rules of the Department of Public Welfare require the principal teacher in a private or parochial nursery school to have a license attesting to the meeting of state qualifications.

Source: Stinnett, T.M., and G.E. Pershing, Manual on Certification Requirements for School Personnel in the United States, Washington, D. C.: National Education Association, No. 381-11800, 1970, pp. 66-67; Data from the 1973 New Manual to be released.

Contents of the State Certification Requirements

The requirements of teacher certification mainly consist of work for B.A. degrees. In regular B.A. programs, the teaching specialty or area such as early childhood education may be varied while other requirements remain constant. Academic or general course requirements, e.g., English, social sciences, including the professional education courses (methods, philosophy, and principles) are standard, differing only in kind and amount of required semester hours. Usually, student or practice teaching is a definite requirement.

Certification requirements for nursery and kindergarten teachers reflect the influence of regular teacher education requirements for elementary and secondary school programs. The required courses are veritable copies of the elementary and secondary programs, and not surprisingly so since the early childhood teacher education programs are offerings of universities, colleges, and other established teacher education training institutions. Thus, training connotes formal college studies and student teaching at an accredited academic institution. Another major point to consider is how teaching experience is credited in the certification process. It is usually used to substitute for student teaching requirements, and not for other formal coursework. This practice benefits individuals who enter into teaching without having taken education courses, i.e., those who have completed a B.A. degree in other areas and taught three years or more in a private school or in an institution not requiring education methods courses as a prerequisite to teaching.

TABLE 5

STATES GRANTING NURSERY SCHOOL AND KINDERGARTEN
CERTIFICATES SEPARATE FROM THE ELEMENTARY LEVEL CERTIFICATES

State	Certificate	Specific Requirements		
		Elem. Educ. Courses	Student Teaching	Teaching Experience
Arkansas	Kindergarten	X	X	
Delaware	Nursery-Kindergarten	Same as B.A. except reading not required	X	
Georgia	ECE (K-3) Prof. 4-year	B.A. (18 hrs. in ECE)	X	
Kansas	Degree Early Childhood (Code 187)	B.A. (12 hrs. in ECE)	X	
Kentucky	Prov. Cert. for Kindergarten	X	X	
Maryland	Teacher in Nursery School, Kindergarten and Grades 1-3	B.A. (26 hrs. in ECE)	X	2 yrs.
New Jersey	Nursery School (Valid also for K)	X	X	
New Mexico	1-year Kindergarten 5-year Kindergarten	60 hrs.** 24 hrs in ECE	- X	1 yr.
Oklahoma	ECE Nursery and Kindergarten, Standard	X	X	
Vermont	Kindergarten	B.A. (elem. and ECE courses)	X	
Virginia	Kindergarten	Same as B.A. w/special courses on 3-6 group	X	
Wisconsin	Kindergarten	X	X	

Code: X - required. S - substituable.

*substitutable by 2 years of successful teaching.
**for State-approved non-public nurseries and kindergartens, a total of 60 credit hours and one year of teaching experience.

Source: Stinnett, T.M. and Pershing, G.E., Manual on Certification Requirements for School Personnel in the United States, 1970 ed., National Education Association, Washington, D.C., 1970, Ch. III. 1973 updated Manual to be available.

Table 5 shows the states granting nursery and kindergarten certificates separate from the elementary level certificate. Twelve states are included in this category. Where early childhood education certification procedures have been established, formal requirements in ECE are quite substantial. For example, certification requirements for the early childhood education program in Maryland show a total of 26 credits required, including practice teaching. See Table 6.

TABLE 6

CERTIFICATION REQUIREMENTS FOR EARLY CHILDHOOD EDUCATION (NURSERY, KINDERGARTEN, GRADES 1-3) IN MARYLAND, 1973-74

1. Early Childhood Teaching Requirements
   - A. Meet standards as set forth in Types of Certificates, above. or
   - B. Meet the following requirements:
     1. Bachelor's degree from an accredited institution.
     2. Academic content courses, including the following, semester hours. 80
        - a. English, semester hours. 9
        - b. Social studies, semester hours. 9
        - c. Mathematics, semester hours. 3
        - d. Science, semester hours. 6
        - e. Art music and physical education, each, semester hours. 2
     3. Professional education in field of early childhood education, semester hours. 26
        - a. Foundations of education, including psychological foundations, semester hours. . . 6
        - b. Curriculum and methods of early childhood education, semester hours. 12
        - c. Supervised observation and student teaching, semester hours. 8
   - C. Standard Professional or Advanced Professional Elementary School Teacher's Certificate shall be valid for teaching in nursery school, or kindergarten level, for three years.

Source: Woellner, Elizabeth H., Requirements for Certification of Elementary Schools, Secondary and Junior Colleges, 37th Edition, 1972-73, University of Chicago Press, Chicago and London, p. 103.

Item I C of the same table shows how a state allows the entry of elementary school teachers into prekindergarten[1/] and kindergarten programs. Although the cited certificate is intended for individuals trained in early childhood education, the standard professional certificate, elementary level, is accepted as valid and may be used in lieu of the early childhood education certificate. This example applies to many states, since 75% of all the states and D. C. and Puerto Rico, allow holders of elementary school certificates to teach in prekindergarten programs. The rest or 25% do not allow this applicability. See Table 7. Among these states, four allow certificate holders to teach in kindergarten programs.

TABLE 7

STATES DISALLOWING APPLICABILITY OF ELEMENTARY TEACHING CERTIFICATE TO PRE-K AND K PROGRAMS
(As of Fall, 1972)

State	Pre-K	K
Alabama	No	No
Arkansas	No	Yes (K-6)
Florida	No - Additional training required	
Georgia	No	No
Iowa	No	Yes
Louisiana	No	Elem. teaching degree, 3 years experience plus additional credits
Minnesota	No	No
New Jersey	No - nursery school endorsement needed or N-K certificate	Yes (K-8)
New Mexico	No	No
Utah	No	No
Vermont	No	Yes
West Virginia	No	No
Wisconsin	No	No

TOTAL - 13 states or 25% of 50 states and D.C. and Puerto Rico

Source: Education Commission of the States survey data on the administration and certification of preschool programs, Fall, 1972.

1/ Nursery school and other programs below the kindergarten level.

Technically, elementary school teachers may enter into nursery and kindergarten programs since permission for their entry has been formally stipulated in state regulations. Teachers who already have complied with elementary school requirements are granted certificates applicable to nursery and kindergarten programs. An example of elementary level requirements is presented in Table 8.

Only in a few states are individuals with less than a B.A. degree certified for public school programs. South Dakota and Nebraska in 1970 for certain school districts issued certificates of very limited validity to individuals who have completed sixty hours of college work. This type of certification was enforced in less than first class or non-comprehensive schools (elementary level only). The policy covers an insignificant number of teachers because the districts involved have enrollments less than 10% of the total area enrollments. South Dakota indicated that these certificates are seldom used and that none will be issued after July 1972.[1/]

1/ Interview with G.E. Pershing, Co-author of the Manual on Certification Requirements, Instruction and Personnel Development Division, National Education Association, 1973.

TABLE 8

ELEMENTARY SCHOOL CERTIFICATION IN MARYLAND, 1973-74

TYPES OF CERTIFICATES

1. Plan 1
   a. Three years of teaching in Maryland on a Standard certificate.
   b. Meets renewal requirements.
   c. Master's degree or its equivalent.
      1) One-half the credit hours (15 semester hours) shall be in relevant professional courses.
      2) One-half the credit hours (15 semester hours) may be in approved inservice programs and/or post-baccalaureate graduate credits in either content or professional courses.
2. Plan 2
   a. Five hours of teaching, and meet Standard Professional requirements.
   b. Master's degree or equivalent as described in A, 1, c, above.
3. Advanced Professional Certificate may be issued to a teacher who has met requirements for administrative or supervisory certificate.
4. Advanced Professional Certificate may be issued to a teacher who has met requirements in vocational education area.

Provisional Degree Certificate

A. Issued to a teacher who holds a bachelor's degree from an accredited institution but fails to meet requirements for a professional certificate.

Provisional Non-Degree Certificate

A. Issued to a teacher who has completed not less than three years of approved college training. Issued only when teachers eligible for Professional or Provisional degree certificate are not available.

ELEMENTARY EDUCATION

1. Elementary School Teaching Requirements*
   A. Meet the standards as set forth in Types of Certification, above.
      or
   B. Meet the following requirements:
      1. Bachelor's degree from an acredited institution.
      2. Academic content courses, including the following, semester hours. 80
         a. English, semester hours. 12
         b. Social studies, semester hours. 15
         (including 3 in geography and 9 in history)
         c. Science. 12
         d. Mathematics, semester hours. 6
         e. Music, art, and physical education, each, semester hours. 2
      3. Professional education (elementary), semester hours 26
         a. Foundations of education, including psychological foundations, semester hours. 6
         b. Curriculum and methods, semester hours. . . . 12
         c. Supervised observation and student teaching, semester hours. 8
   C. Teachers who meet the above requirements and hold either a secondary or junior high school certificate may teach grades 5 and 6.
   D. Teachers holding either secondary or junior high school certificates may teach in departmentalized grades 5 and 6, in subjects for which their certificates are valid.

Source: Woellner, Elizabeth H., Requirements for Certification of Elementary Schools, Secondary and Junior Colleges, 37th Edition, 1972-73, University of Chicago Press, Chicago and London, pp. 102-103.

* Holders of certificates are entitled to teach in nursery school or kindergarten level, for three years.

Barriers to the CDA

An examination of the teacher certification requirements show that formidable barriers to the CDA exist in the public school nursery and kindergarten programs. Almost all states certify kindergarten teachers on the basis of their having completed B.A. degrees while nineteen of the states require their nursery school teachers to hold certificates on this basis. Nursery schools, particularly private schools not covered by the certification requirements for public school teachers, seem to be probable targets for the development of new certification processes like CDA credentialing. Private schools desiring accreditation are covered by certification requirements but this is the case in only a few states. Eight states with stipulations to this effect are included in this category. See Table 4.

Elementary teacher entry into these programs may be another factor that deters the early acceptance of CDA as an alternate credential. Given the privilege of certificate applicability in ECE programs, the current surplus of elementary school teachers could be drawn upon to fill available positions in nursery and kindergarten programs. The impetus for change in the certification process to accommodate new certificates like the CDA credential would thus be minimized unless these teachers will be required to demonstrate the abilities needed to work in child development programs by undergoing CDA credentialing.

The possibility of including the CDA under the granting of provisional nondegree certificates (See Table 8, "Provisional Non-Degree Certificate") would also appear remote. The requirement for this certificate is based upon college training, being granted to teachers who have completed not less than three years of approved college training. No other alternate type of training is mentioned in these regulations.

The trends in certification may also indicate that change being contemplated by states is geared towards the competency-based and more flexible program approaches. However, these changes would be read as efforts to improve the process whereby the individual will be certified for competency after he has completed all degree requirements. The B.A. as the measure of professionalism remains and will continue to remain in the requirements. Several trends indicated as significant by state certification officials are:[1/]

1. Greater flexibility in the certification process... This category includes alternate routes to certification through measures of experience and competence rather than course credits, the use of performance criteria, a reduction in the number of certificates and endorsements, and a shift in the role of legal authorities to leadership and away from the enforcing role.

2. Full implementation of the approved-program approach. Under this approach, an individual may be certified after having completed a training program approved by the institutions for teacher education. In twenty-six states, graduates of approved in-state programs are certified automatically (without transcript analysis) upon recommendation of the preparing institution.

1/ Ibid., pp. 44-46.

3. Interstate reciprocity. A growing number of state directors seem to favor achieving this through the approved program approach and greater reliance upon approved programs of the respective states. Several mentioned reliance upon the Interstate Reciprocity Legislation.

   The following trends were identified by one or more directors: certification of new personnel for early childhood education; inservice experiences rather than formal course credit for certificate renewal; and earlier exposure of teacher education students to actual school experiences.

Specific developments in some states reflect the above trends:[1/]

California is planning the approved program approach.

Florida is committed to performance-based certification.

Maryland is supporting the approved program approach.

Massachusetts is planning performance-based certification within specialized areas.

Michigan is working on changes in teacher certification and looking at legislation, tenure, and professional practices.

Minnesota is looking at inservice and preservice training and competency-based programming.

New Jersey is considering evaluating teacher competence for initial certification.

New York is looking at competency-based certification and encouraging participation of communities, schools and universities.

Texas is designing a performance-based certification program through its Central Education Agency.

Washington has two approaches to certification--that of an approved college program with student teaching, and a field centered competency-based program.

1/ Drawn from various state contacts and sources by Ms. M. Tillman, Chief, Day Care Licensing Unit, Boston, Massachusetts.

Together with the acceptance gained by competency-based approaches to certification have arisen factors which prevent its rapid development. The expense involved, lack of evaluators trained in competency-based certification, difficulties in defining the competencies to be acquired and developing assessment instruments to measure progress toward their acquisition, and opposition from professional organizations and teachers are some of the realities to be faced by states attempting to implement more flexible certification approaches.

C. Comparison of Licensing Regulations and Certification Requirements

Day care licensing and teacher certification have developed as two separate processes. The first evolved from the traditional provision of child welfare services while the second grew out of the school systems which sought to extend educational services to children below school age. An examination of staffing requirements for programs covered by these two processes underscores their differences. The licensing process focuses upon approval of the facility including staff qualifications, along with the overall determination that the facility or day care program meets the licensing standards. The teacher certification process focuses upon the individuals desiring to teach in nursery and kindergarten programs and allows them to do so provided they meet with specific state requirements.

In comparing and contrasting these processes, the nature of the licensing and certification regulations, the agencies involved in these processes were some of the critical factors examined in relation to the future status of the CDA and the value of the CDA credential. The regulations were analyzed according to several criteria. For example, do these regulations require any preparation in early childhood development? How do they compare to the CDA concept of competency-based training and appraisal of an individual on the basis of what he has done and is capable of doing, i.e., giving credit for experience? Do these regulations try to measure competence in the classroom? Do they give importance to staff as the key component in a successful program? In addition to these criteria, the

regulations were further compared for any existing barriers to the CDA concept and how these barriers might be prevented from impacting unfavorably upon the building of a CDA credentialing system.

Table 9 presents a summary of the various criteria used for the comparison of the processes. It shows that the emphasis of the licensing process is upon the facility rather than the individual day care worker. A determination of the nature of a day care program is therefore made through licensing, by an examination of its components--the building facilities, nutritional, health and staff services as well as general safety factors. The licensing regulations, per se, do not focus upon the staff member as the key component of a quality day care program. On the other hand, the certification process focuses upon the individual's qualifications as a teacher in a school program or facility. No concern is given the program or the agency operating the program; only teacher standards such as specific academic courses are stipulated in the requirements.

Barriers to the CDA exist to a great extent in certification regulations. The stipulation of the regular B.A. degree across the regulations and the overemphasis upon academic course work as the major standard for certification conflicts with the CDA concept of crediting an individual's work experience and emphasizing field experiences as important features of CDA training. Even changes contemplated by the states in certification, e.g., competency-based training or the approved program approach, will not necessarily effect the removal of the B.A. degree as a certification requirement. The licensing process, in contrast, contains

TABLE 9

COMPARISON BETWEEN LICENSING AND CERTIFICATION REQUIREMENTS

Basis of Comparison	Licensing	Certification
1. Emphasis	the facility and its program	the individual
2. Requirement of a regular B.A. degree	only 1 state among the 50, D.C. and Puerto Rico	yes, emphasis upon academic or college work as a major criteria
3. Early childhood education	various states require day care staff to take ECE courses as training requirement	very few states require ECE courses in their certification regulations
4. Credit awarded for experience (as substitution for degree or training requirements	very few states (four states only)	usually three years of successful teaching experience may be allowed to substitute for student or practice teaching requirement
5. Applicability of elementary school credentials	not specified	applicable in 75% of the states
6. Age requirement	some states stipulate "21" & "18" as a requirement	16 states and D.C. do not specify age; 34 states and P. Rico do; "18" is usual requirement
7. Emphasis upon competency-based staff credentialling	licensing regulations do not specify measurement of competency as a determinant of qualification	some states are contemplating change toward competency-based training and certification
8. Coverage of states	all states have licensing regulations	not all states have certification regulations for preschool programs, particularly on the nursery level and for private facilities
9. Reciprocity between states	not a significant issue	cited as an issue; trend is toward encouragement of more reciprocity
10. Coordination between state and local regulations	cited as a significant problem; state requirements differ from local standards	not cited
11. Agency charged with responsibility	departments of social welfare	departments of education or public instruction
12. Relationship with other agencies	coordination with departments of health, justice, fire and zoning; Informal, advisory with departments of education and early childhood education	departments of education beginning coordination with early childhood education agencies, councils and community agencies

some technicalities that appear in the regulations, but it seems fair to surmise that the CDA will not be formally barred from day care programs, particularly if care is given to the clearing up of the cited difficulties. The nature of the licensing process, however, contains inherent problems. The heavy workload of the departments of welfare and their staff, the problems of coordination between agencies (interstate and interagency), the lack of emphasis in licensing regulations for staff training and evaluation, contribute to the difficulties of implementing uniform and streamlined procedures.

The disparity between licensing and certification requirements underscore the difficulty of setting uniform standards and requirements for staffing quality child development programs. Efforts to channel only qualified individuals to care for or teach young children at times have proceeded in apparent disregard of shared objectives.

III. Trends Relevant to State Support of Personnel Certification and Development

A. General Trends

Three trends can be pinpointed in the states which have relevance to the acceptance and implementation of a program to train and certify personnel for child development centers based on competency criteria. Each trend not only evidences implicit potential for support of such a credentialing system but also contains inherent problems which may raise barriers to its implementation.

The three trends are: (1) the establishment of state offices or departments, within state government, whose purpose is to coordinate and plan effective state-wide programs of early childhood development; (2) increasing support of competency-based criteria for teacher certification by professional education organizations, which support is influencing state changes in certification procedures for public school teachers;* and (3) the expansion of programs in institutions of higher education which focus on early childhood.

The Establishment of State Agencies

In a period of six years, the nation has seen a decided trend toward the establishment of offices or departments concerned specifically with programs to serve young children. Six years ago, there was only one such office in the country, in the State of Arkansas. In 1973, about half the states either have such offices already established or are considering their establishment as a part of their legislative agenda. (See Table 10).

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* See Section B.1.

TABLE 10

STATES MOVING TOWARDS STRONGER COORDINATION
OF EARLY CHILDHOOD PROGRAMS

State	Established Coordinating Agency	Form of Coordination Among Admimistrative Agencies
Alaska	State 4-C Council Alaska Consortium for ECE	Formal. Meetings called to plan total preschool program with BIA, HS, etc.
Arkansas	Office of Child Development; in the State Department of Social and Rehabilitation Service--to be moved to SDE*	Informal.
California	4-C program (no agency as such). Also, no specific office though new legislation creating full-day programs for 4-year olds gives SDE* new far-reaching authority.	Joint funding with 39 community action groups. Purchase of service contracts between welfare and education.
Delaware	4-C and Bureau of Child Development	Informal and frequent contact with 4-C and Day Care Advisory Council.
Florida	Office of Early Childhood Development (in the Office of the Governor)	SED, Health & Rehabilitation, Commerce are working cooperatively to plan programs.
Hawaii	Subcommittee of the Commission on Children and Youth recently given legislative status (in the Office of the Governor)	Formerly described as formal. Departments of Social Services consults with Health, Education, etc., may be changed.
Idaho	Idaho Office of Child Development, in the Office of the Governor.	Informal. All public services for preschool children may soon be within one office.
Louisiana	Bureau of Early Child Development in SDE	Formal. SDE with Public Welfare.
Maryland	Interagency Council (Health, Social Services, Education, Citizens Advisory Panel)	Formal. Coordination between cited agencies.
Massachusetts	Office for Children in the Executive Office of Human Services.	Advisory; encouraged coordination between agencies.
Michigan	State 4-C (in the Office of the Governor) Day Care Advisory Committee	Formal, informal and advisory. Cooperation between agencies.
Mississippi	State Child Development Council in the Office of the Governor	Coordinating between agencies.
New Jersey	None as such as yet.	Approval of Child Care Centers transferred from Education to Institutions and Agencies, July, 1972. Coordinating mechanism being worked out.

* State Department of Education

TABLE 10 Continued

State	Established Coordinating Agency	Form of Coordination Among Administrative Agencies
North Carolina	Interagency Child Development Commission in the Department of Administration.	Advisory, Division of Early Childhood Education, Department of Public Instruction.
Ohio	Interagency Child Development Committee	Coordination of Appalachian Reg. Commission (ARC) funds.
Pennsylvania	A Governor's Committee for child development and day care.	Informal. Interagency approach.
South Carolina	Office of Child Development in the Administrative Division, Office of the Governor.	Informal advisory approach.
Tennessee	Interagency Committee on Child Development in the State Planning Office.	Formal and advisory. Various concerned agencies are represented on committee.
Texas	Office of Early Childhood Development in Department of Community Affairs.	Formal and Advisory. Council on Early Childhood Development and State Coordinating Committee.
Utah	4-C Coordinating Council	Informal. Advisory to Office of Early Child Development in Board of Education (in process of establishment).
Vermont	None as such as yet.	Informal. Advisory. The Office of Child Development has been established in the Vermont Agency of Human Services.
Washington	Child Development Planning Project in the Office of Community Development, Office of the Governor.	
West Virginia	Interagency Council for Child Development Services in the Office of the Governor.	Cooperative approach.

Total: 23 states.

Source: Educational Commission of States, Survey Data of States Practices in early childhood program development, Fall 1972; Day Care and Child Development Council of America Sources, 1973.

These agencies vary in structure and authority. Some are placed in the Office of the Governor, others in state departments of social services or education, and still others take the form of interagency committees. Some of them are established by legislative action, others by executive decree, and still others are administrative structures awaiting legislative or executive recognition. Some evolved from State Committees for Children and Youth, the state advisory bodies charged with maintaining continuity and planning related to White House Conferences on Children and Youth. Others have evolved from a Federally initiated program entitled Community Coordinated Child Care (4-C), which has both state and local structures and has met with varying success around the country. One characteristic they all have in common, despite their auspice, their degree of authority, or their origin: a primary purpose is coordination.

States have begun to recognize the necessity for coordination, particularly in light of the dual approach which has developed over the years in their services for children provided by two separate agencies: On the one hand, the education establishment has served the educational needs of children. Other parts of this paper document the attention which state departments of education have already given to standards for personnel serving children in preschool programs conducted or monitored by that agency. On the other hand, welfare departments (or their equivalents) have had primary responsibility for the general welfare of children. They have given much less attention to standards for personnel serving in their child care programs and the ones which they monitor.

There are, of course, other state agencies which impinge on the lives of children; but these two are major ones. A number of Federal programs provide money for states to allocate to programs which support the care and education of young children, set some conditions for their use, and further reinforce the need for planning and coordination of child care programs. Any system for credentialing the personnel of child care centers, especially insofar as the system focuses on the educational component of programs in those centers, immediately poses a major problem in coordination, especially between the education and welfare establishments of the states. The need for coordinated action to achieve greater efficiency and effectiveness in personnel to encourage staffing and credentialing to better serve the children with quality programs is abundantly clear.

The problems inherent in this trend are those endemic to any effort at coordination. Will these state agencies be given authority to require cooperation among the various old-line agencies, with their varying professional biases and academic liaisons? If not, there is little hope that they can be effective in bringing about recognition and transferability of a new credential program between the two channels--education and welfare--which have served preschool children in the past. And secondly, even if legal authority is forthcoming, can these agencies establish enough credibility in the fields which provide support to programs for young children to gain recognition and acceptance of their decisions. The child care field has suffered in the past from the disunity of multiple structures purporting to have the same purposes. Even

in some of the states which now have agencies for child development, there are competing "coordinating" bodies, without official status but often with extensive influence in the field developed over years of service. For instance, in some states 4-C's coexist with State Committees for Children and Youth, with one or the other of them receiving official recognition but with their roles overlapping and blurred. In the case of Maryland, a strong 4-C coexists with a strong and influential (though private, nonprofit, and voluntary) Maryland Committee for the Day Care of Children. The approach to child care personnel credentialing needs one official authoritative agency. There will probably be difficulties if the cause is adopted by competing organizations and agencies.

Development of Early Childhood Education Programs

The increasing numbers of programs in institutions of higher education to train those who will teach or care for young children also augers well for the development and acceptance of a credentialing system for caregivers and teachers in child care centers. Tables 11 and 12 show those states which have made the greatest strides in establishing such programs and those states which are lagging behind. This trend is especially evident among junior and community colleges. According to the American Association of Junior Colleges, twenty-nine junior colleges offer courses in "child care technology" and many more--an unspecified number--offer courses, and in some cases Associate of Arts degrees, in Early Childhood Education.[1/] Field . ports of the Day Care and Child

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1/ Telephone call to American Association of Junior Colleges by NPA Consultant, August 28, 1973.

TABLE 11

STATES WITH 30 OR MORE INSTITUTIONS WITH ECE* PROGRAMS FOR PERSONNEL DEVELOPMENT

State	Colleges with degree Programs	Jr./Community Colleges with degree programs	Colleges with some work in ECE	Total
Mass.	47 to 52	27 to 38	100+	200+
Calif.	6	54	61	121
Va.	23	19	47	89
Texas	22	5	26	53
Georgia	22	3	27	52
Pa.	8	11	27	46
Miss.	2	1	40	43
N.C.	15	3	25	43
Conn.	7	8	19	34
Fla.	8	8	17	33
Ohio	3	?	29	32
Iowa	4	4	26	30

* Early Childhood Education

Source: Education Commission of the States Survey data, Fall 1972.

TABLE 12

STATES WITH LESS THAN 10 INSTITUTIONS WITH ECE* PROGRAMS
FOR PERSONNEL DEVELOPMENT

State	Colleges with degree Programs	Jr./Community Colleges with degree programs	Colleges with some work in ECE	Total
Montana	2	0	7	9
Nebraska	3	0	6	9
Kentucky	0	0	9	9
New Mex.	1	0	5	6
Delaware	2	1	3	6
Hawaii	1	1	3	5
Idaho	none	none	3	3
Ariz.	0	0	3	3
Nevada	0	0	1	1
Wyoming	0	0	1	1

* Early Childhood Education

Source: Education Commission of the States Survey data, Fall 1972.

Development Council of America, Inc., give evidence of increasing support by community and junior colleges to the in-service and career ladder programs of established child care centers.[1/] Head Start training programs, generally located at four-year universities in each state, also have demonstrated the contributions of institutions of higher learning to the training of child development personnel.

Since institutions of higher learning are, for the most part, state supported and state controlled, this trend again demonstrates increasing concern at the state level to develop programs to insure competency on the part of personnel who teach young children. It also demonstrates that the locus of training in child development is still academia. Differences in style and approach, in classroom or experiential curricula, do exist between the training which occurs at four-year institutions leading to a bachelor's degree and that which occurs at two-year institutions and in Head Start training programs.

These differences pose a potential problem for the development and acceptance of a competency-based credentialing system for early childhood personnel. Already there exists a high degree of competition between the four-year and the community college institutions--especially for the kind of recognition which entails federal grants.

Secondly, the fact that training is primarily a college and university prerogative holds incipient dangers for a competency-based, less than a four-year program. Degree programs continue to remain primarily important to these institutions. Efforts to gain acceptance and implementation of a competency-based credentialing system which does not include academic instruction leading to a degree will meet with difficulty.

1/ 1972-73 Annual Report, Day Care and Child Development Council of America, Inc., (July, 1973), and NPA conversations with DCCDCA staff.

B. Trends in Selected States

Massachusetts

Early childhood education is riding the crest of a high wave of interest in Massachusetts. A state-wide survey of needs (one of the few surveys available on state experiences) was completed to form the basis for changes that called for an overall coordination of programs at the state level. Several significant trends in certification and licensing which demonstrate the strong interest and concern for improved program services and trained staff are:

1. Governor's Advisory Committee on child care charged a task force to make recommendations for staff development in day care programs (Staff Development Task Force). The report was completed in 1972 and is expected to be released in 1973. One of their recommendations is the establishment of a preschool certification board. It also suggested that the evaluation technique reflect a competency-based approach to certification.
2. In mid-1972 the legislature created the Office for Children under the Human Services Secretariat for the coordination of childrens' programs. Day care licensing was mandated to be coordinated and brought under this office. This licensing unit was to follow up the Staff Development Task Force Report recommendations and work out a procedure for the certification of preschool personnel outside the existing licensing structure.
3. Local children's councils are being established to determine the types of children's programs desired or needed by the local communities. The councils will be involved in the efforts of licensure and preschool personnel certification procedure.

The above trends appear to be a close follow-up action upon recommendations developed by Massachusetts Early Education Project (MEEP) undertaken by Richard R. Rowe and his group at Harvard. In Spring 1971 the first stage of a two-phased modernization plan for Massachusetts government was implemented. During the first phase, all existing state agencies were brought within a cabinet structure composed of secretariats. The MEEP recommended that a Department of Child Development be created in the Human Services Secretariat that shall be responsible for facilitating the local development of services for infants and preschool children through decentralized licensing and consultation teams. It also recommended the establishment of a council for children responsible for reviewing programs, advising on government policies, including rules, regulations and licensing standards concerning programs for infants and preschool children.[1/]

Licensing Regulations

Massachusetts regulations reflect an emphasis upon experience and early childhood education courses for day care directors and teachers See Table 13.

1/ Richard P. Rowe, et al, Child Care in Massachusetts The Public Responsibility, A Study for the Massachusetts Advisory Council on Education, Summary (Boston, Massachusetts: Harvard University) p. 19.

TABLE 13

QUALIFICATION REQUIREMENTS FOR STAFFING
DAY CARE PROGRAMS IN MASSACHUSETTS, 1973

Director	Teacher	Assistant	Aides
40 Children or More - Must be non-teaching administrator. All Day Care Directors - H.S. Diploma. - 3 years experience plus 4 courses in Early Childhood Education or 1 year college, 2 years experience plus 1 course in Early Childhood Education.	- H.S. equivalence - 1 course in Early Childhood Education.	- Supervision by senior staff member.	- At least 16 years of age (some may assist child care staff).

Teacher requirements are not stringent. Teachers must be high school graduates or possess high school equivalency, and should have taken at least a course in early childhood education. Assistants and aides requirements are unspecified, except for a minimum age requirement for aides. The regulations stress the supervision of assistants by senior staff as the guideline for qualification, a requirement open to interpretation, e.g., training or performance under supervision.

On the whole, these requirements seem receptive to the concepts of the CDA program and competency-based training. The state is moving towards a stronger emphasis upon competence as a standard for the measurement of staff performance. However, whether competency-based training and certification will be a result of these sought-after changes still remains to be seen. According to Ms. Melissa Tillman,

Director of the Day Care Consultation and Licensing Office for Children in Boston, Massachusetts, this state attempted to change its staff qualifications in 1972, but the changes were met with such vocal opposition that it was feared licensing laws would be thrown out altogether; instead it was voted that no changes be effected for at least a year to allow more study and discussion of the issues.

Training and Certification

Massachusetts is a forerunner among states in its development of early childhood programs. According to data available, personnel development programs in its training institutions surpass all other states in number. Massachusetts has over 200 programs in early childhood personnel development compared to California's 121 programs and Virginia's 89. See Table 11.

Under its current requirements, Massachusetts does not require nursery school teachers to be certified in its public, private and parochial schools. It does require certification for its kindergarten teachers. Massachusetts teachers of grades K-8 are required to have B.A. degrees and have completed 18 hours of professional education and academic courses plus two semester hours of student teaching. Individuals holding elementary school teaching certificates are allowed to teach in nursery and kindergarten programs.

These requirements do not differ from the traditional, but changes being planned in the state to establish performance-based certification within specialized areas may effect the newer approaches being contemplated around the country.

Strategies for CDA Credentialing

The introduction of the CDA concept in Massachusetts needs to be done in ways that will use the previously discussed conditions to advantage. The many colleges and training institutions offering ECE personnel development programs, for example, might be utilized to make inroads into outdated teacher education and certification processes. The training institutions that have expressed a desire to begin CDA training should be concentrated upon as a nucleus of CDA advocates that will support CDA concepts both in training and in credentialing. Simultaneous support for changes in the state and local day care licensing regulations could similarly be sought through strong campaigns that can be launched on the community level, particularly in the newly established Councils for Children. The Councils are expected to be involved and trained in all aspects of day care licensing and requirements of personnel certification procedures to increase their knowledgeability of issues. These campaigns for community support should stress the FIDCR requirements and the Model Guides for Licensing as the major guidelines to be followed in revising state regulations and procedures, particularly to groups discussing and studying the regulations. Knowledge of the CDA concept will be critical in influencing the groups to recognize its worth. This strategy is important since the proposed Federal regulations (FIDCR draft, 1972) already list the CDA as one of the recommended alternatives for staffing day care programs.

Another strategy would be to support the trend towards competency-based nursery school teacher certification and opt for the control of this process outside the licensing and office of education aegis.

If these personnel are allowed to be certified by the Department of Education, teacher qualifications may remain traditionally and unchangingly based upon the B.A. degree. In brief, the trends seem to indicate forthcoming changes in the regular teacher certification process but it should be understood that these changes will still be made within the B.A. degree in teacher education programs. Since the state at this time still does not require the certification of nursery school teachers, it is still possible to actively support the control of early childhood education (program, licensing and credentialing concerns included) by the Councils for Children as the preferred agencies.

Texas

Texas is the first state that has implemented the CDA training program. At the same time that OCD had begun the operation of the CDA training projects, Texas simultaneously funded and initiated the establishment of its own experimental CDA training projects. This program is part of efforts to plan and coordinate early childhood programs and services which have been growing in Texas over the past five years. In 1969, a Task Force on Early Childhood Development was appointed by the Governor to conduct surveys on the needs of young children in the state and the services that would be appropriate to these needs. The recommendations of the survey led to the establishment in 1971 of the Office of Early Childhood Development (OECD) which currently is under the auspice of the Texas Department of Community Affairs. This office serves as staff to the Early Childhood Development Committee, the office's director serving as chairperson to the Committee. The ECD Committee helps advise the Governor and the Interagency Health and Human Resources Council about programs affecting young children under six years of age. The Committee also studies conditions which affect the optimal development of children and promotes research in the area of early childhood development. Representatives from fifteen agencies related to health and human resources in Texas are members of this Committee which began as the Council on Early Childhood Development in August 1971.[1/]

Since the time of its establishment, the Office of Early Childhood Development has pursued its primary tasks of gathering information about the

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1/ Early Childhood Development in Texas: 1972, Office of Early Childhood Development, Texas Department of Community Affairs, December 1972.

child population trends and early childhood program services available in the state. NPA has designed for OECD a survey of households to determine present child care arrangements of Texas families, and of their preferences. The Appendix to this report contains the questionnaire used by interviewers. The returns from this survey are now being programmed for computer processing, and will be analyzed by NPA. The survey will be used as a basis for program planning of child care over the next decade, including determination of the needs for staffing and training of child care personnel.

Licensing Regulations

Authority for establishing and enforcing licensing of preschool programs other than public kindergartens resides in the Texas Department of Public Welfare. The standards relative to staff require only that a director of licensed facilities have a high school diploma or GED. A director unable to comply with such requirement is given three years to obtain a certificate of high school equivalency. No educational standards are listed for other personnel such as teachers. The standards stipulate each staff member should be competent, reliable and mentally, physically, and emotionally able to assume assigned responsibilities. Training shall be also provided or made available to all day care center personnel for the purpose of improving job performance. Health cards and other health requirements such as skin tests for tuberculosis are required. In other words, no standards are listed relating staff qualifications to the educational or developmental aspects of the licensed facilities.[1/]

1/ OEO, Summary of Selected State Licensing Requirements, Op. Cit., Abstract of Texas Regulations, p. 7.

The licensing standards are enforced through the Department of Public Welfare. In each of the 17 DPW regions of Texas, there are staff with responsibility for licensing child care facilities. Very often, however, licensing is not the only or even the primary responsibility discharged by these workers.

Model Licensing Codes

Texas was selected as a pilot state by HEW to receive a grant of $22,000 to explore specific ways of considering the model licensing codes. The prime responsibility for this task will be given to the Department of Public Welfare and the Office of Early Childhood Development expects to work with DPW on this task. Other state agencies may also be involved. The grant has not yet been received and work to date has not yet begun.

Training and Certification of Personnel

Recent requirements for all persons teaching in public school kindergarten programs are contained in House Bill 91 of the 63rd Texas Legislature. The bill creates an Advisory Council on Early Childhood Education to "assist the State Board of Education in formulating minimum standards for quality educational experiences in all public programs at the kindergarten grade level." 1/

The Central Education Agency (i.e., the Texas Education Agency) is charged with developing "standards for the certification of professional and paraprofessional personnel and for the accreditation of public kindergartens." 2/

1/ Legislature of the State of Texas, House, A Bill to Create the Advisory Council on Early Childhood Education, 63rd Cong., H.B. No. 91, May 3, 1973.

2/ Ibid.

Currently existing standards reflect the teacher certification practices throughout the country. Teachers in public kindergarten programs are required to have an elementary education teaching certificate and a kindergarten endorsement; i.e., they are required to have a B.A. degree in elementary education. Other personnel are in the paraprofessional category. Thus, persons with a CDA credential who do not have a college degree would be classified as paraprofessionals. It should be noted that current legislative standards require teachers in public school programs, including public kindergarten, to have appropriate college degrees.

Currently, outside of college programs in early childhood education or elementary education, OECD is the only state office funding training for early childhood personnel. The Texas Education Agency could conceivably fund training for personnel, especially those in public school programs, but is likely to continue its emphasis on college degree programs for professional personnel. The Department of Public Welfare could conceivably also fund training programs.

The Texas CDA Program

There are five experimental CDA training programs in Texas. An Interagency Ad Hoc Committee on CDA training was also established to aid in program development. The agencies involved which includes the Office of Early Childhood Development, are the Texas Department of Public Welfare, Texas Education Agency, Texas Coordinating Board of Colleges and Universities, Texas Department of Mental Health and Mental Retardation. The Committee has been concerned with the selection of the pilot projects, holding

conferences on CDA training, and, in general, supporting the activities which are vital to the success of the CDA program, such as assessment and credentialing.

CDA Credentialing

OECD is currently exploring various possibilities for CDA credentialing. One current arrangement is a cooperative effort by OECD, Regional OCD, and the national consortium. This arrangement calls for one person to work cooperatively with all three groups in establishing procedures for credentialing.

The primary strategy being utilized is the restriction of CDAs to day care, an area indicated as receptive to the CDA concept in Texas, and to use this area as the proving ground for the CDAs. Stressing that the CDAs are trained for day care is seen as useful for dealing with the Texas Educational Agency. Texas OECD stresses that the push for CDA acceptance in public schools may prove difficult or premature at the current time. Among the factors cited for this condition are: the reluctance of public schools (The Texas Educational Agency) to relax the B.A. standards; such action would entail corresponding changes in the existing legislation; the oversupply of teachers, i.e., the applicability of elementary school certificates; and the still unproven worth of the CDAs as equal to or better than certified or B.A. degreed individuals.

A simultaneous strategy is for Texas to aim for the acceptance of competency-based training for teacher education and other staff training programs, in general, while support for the CDA is being sought.

In addition, OECD is exploring ways to organize state agencies and other interested parties to develop a statewide consortium for purposes of credentialing as well as other related tasks. Plans for this organization are still in preliminary stages.

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July 1973

CHILD DEVELOPMENT ASSOCIATE
TRAINING PROGRAM

THE UTILIZATION OF CDA'S IN HEAD START: SOME ISSUES AND STRATEGIES

Submitted as partial fulfillment of the contract to provide planning and technical assistance to the Office of Child Development, Department of Health, Education and Welfare, on the CDA program.

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THE UTILIZATION OF CDA'S IN HEAD START:
SOME ISSUES AND STRATEGIES

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INTRODUCTION

The original task for the National Planning Association--to develop guidelines for the incorporation of CDA's into Head Start--required an examination of current Head Start policies, the program manual and the HSST program. The product of this task was expected to recommend how optimum use of the CDA's could be made in Head Start programs in future years (see Methodology--Performance of the Tasks in the NPA proposal).

This task was subsequently overtaken by events, at least in the form as originally structured. OCD decided to start the conversion of HSST programs to the CDA in FY 1974, and set up an internally staffed task force to write guidance for the incorporation of CDA into Head Start policies, manual issuances and training programs without waiting for the experimental pilot projects to even start, let alone prove their merits. NPA comments on the impact of this scheduling on lead times and program planning were provided in our progress report dated March 9, 1973. The impact of this changed scheduling on the use of CDA's in Head Start also changed the nature of the task OCD subsequently asked NPA to perform.

Dr. Klein's memo of July 1, 1973 to NPA affirmed the need to restructure the task for the reasons stated, and emphasized the need to complete a framework for individual CDA appraisal as the major portion of this task. The Child Development Associate Appraisal Guide was therefore completed and furnished to OCD in early July to meet this requirement.

In addition to the CDA Appraisal Guide, NPA thought it would be helpful to set forth the approximate number of classroom professionals who might require CDA training and become CDA's. There are currently 20,000 Head Start classes, staffed by 22,000 "professionals" (teachers) and 25,000 teacher aides.[1] Of course, some of these "professionals" have received degrees in early childhood education or other related subjects. Others have received training under the HSST program, and under guidance set forth by OCD may continue training towards their B.A. degrees or other objectives. All others are prospective candidates for CDA training. In calculating the number of eligibles, the turnover rate must also be considered. NPA estimates that approximately 9,000 of classroom professional staff are prospects for training in FY 1974, on the assumption that at least one CDA should be trained for every class. The number, of course, would be different if specified ratios of classroom professionals (teachers) to children were used. Since the large requirement is not likely to be met in one or two years, NPA suggests OCD plan on time-phasing the training program to meet the need, with turnover taken into account for each year of the estimate. The section on "Estimated Requirements for Qualified Classroom Professionals (CDA's)" sets forth in detail the assumptions and calculations made, as well as illustrative time-phasing into 1980.

It does not automatically follow that with free choice, Head Start grantees will obtain qualified classroom professionals by filling all or most of the open vacancies with individuals trained in the CDA competencies, or by upgrading the qualifications of present staff by releasing them for CDA

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[1] Project Head Start Statistical Fact Sheet, Fiscal Year 1972, Washington, D. C.: United States Department of Health, Education and Welfare/Office of Child Development, 1972.

training on a part time basis. Other pathways to recruitment or upgrading, perhaps not as effective in terms of quality child care, may be chosen. NPA therefore recommends mandating the training and hiring of CDA's for Head Start programs and gearing their numbers to funding decisions and a realistic estimate of the CDA productivity of training programs. The section on "Alternative Strategies" sets forth some ways to accomplish this, through revision of the Head Start Performance Standards and by direct funding stipulations. Other techniques are also explored.

To meet the requirement for CDA's in Head Start, large numbers of personnel must be motivated to undertake training. Incentives must be present in the form of pay, prestige, status, increased job satisfaction, better working conditions and fringe benefits, and improved career opportunities. Otherwise, why should the present employee or job seeker undertake the training? NPA delineates the issues from the perspective of the present or future staff employee, including Head Start policies on career development.

Additional problems and issues of the relationship of CDA's to Head Start are examined, including the relationship of the CDA competencies to Head Start.

A. SUPPLY AND DEMAND FOR CHILD DEVELOPMENT ASSOCIATES IN HEAD START

Program Planning Considerations

In determining the demand for CDA's in the Head Start Program, one has to take into consideration the existing qualifications of Head Start classroom personnel. The ensuing analysis is based on the assumption that the term "qualified Head Start teachers" refers to those teachers who already have degrees, those who are "covered" because they met prior standards, or those who are able to demonstrate that they have acquired the CDA competencies. All others, for purposes of the following analysis, are considered to require upgrading to meet CDA-type qualification requirements through additional training.

For Fiscal Year (FY) 1972, the Head Start Program employed approximately 18,000 full-year teachers (see Table 6) and about 4,000 part-year teachers for the summer Head Start program (see Table 7). 1/ Until the Full Year 1970 program began, about twice as many Head Start centers and classes were in operation during the summer as operated during the full year. Since fiscal 1970, however, local communities have been encouraged to convert funds and resources from summer to full-year programs, as the latter were found to provide more lasting benefits to the children. The present mix of full-year and summer programs is expected to continue until FY 1980. The two programs have been serving different clientele. Summer programs have

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1/ USDHEW, Office of Child Development, Project Head Start Statistical Fact Sheet, Fiscal Year 1972, Washington, D.C., 1972. And, USDHEW, Office of Child Development, Project Head Start 1969-1970: A Descriptive Report of Programs and Participants, Washington, D.C., July 1972. The Fact Sheet gives the total number of H.S. personnel; the Descriptive Report provides the percentage of total H.S. personnel who are classroom teachers and indicates what portion of these teachers have at the minimum the B.A. degree.

TABLE 6

PROJECTED DEMAND FOR CHILD DEVELOPMENT ASSOCIATE
TRAINING IN THE FULL-YEAR HEAD START PROGRAM: FY 1974 - FY 1980
(In Thousands)

	Actual FY 1972	Projections FY 1974 Strategy X	FY 1974 Strategy Y	FY 1975 X	FY 1975 Y	FY 1976 X	FY 1976 Y	FY 1977 X	FY 1977 Y	FY 1978 X	FY 1978 Y	FY 1979 X	FY 1979 Y	FY 1980 X	FY 1980 Y
A. Total Full-Year Teachers	18.0[1]	18.0	18.0	18.0	18.0	18.0	18.0	18.0	18.0	18.0	18.0	18.0	18.0	18.0	18.0
B. "Qualified Teachers															
1. Qualified Teachers Before Turnover	9.2	9.2	9.2	9.8	9.8	11.6	11.6	13.4	13.4	15.4	15.4	17.3	17.3	18.0	18.0
a. Having B.A. Degree		8.1	8.1	8.1	8.1	8.1	7.5	8.1	7.0	8.1	6.5	8.1	6.0	8.1	5.6
b. Meeting Other OCD Criteria		1.1	1.1	1.1	1.1	0.9	0.9	0.8	0.8	0.7	0.7	0.6	0.6	0.5	0.5
c. Certified CDA's		0	0	0.6	0.6	2.6	3.2	4.5	5.6	6.6	8.2	8.6	10.7	9.4	11.9
2. Turnover in Qualified Teachers		1.4	1.4	1.5	1.5	1.7	1.7	2.0	2.0	2.3	2.3	2.6	2.6	2.7	2.7
a. B.A.'s to be Replaced by B.A.'s		1.4[2]	1.4[2]	1.2	0.6	1.2	0.6	1.2	0.5	1.2	0.5	1.2	0.5	1.2	0.4
b. B.A.'s to be Replaced by CDA's		0	0	0	0.6	0	0.5	0	0.5	0	0.5	0	0.4	0	0.4
c. Non-B.A. Teachers to be Replaced by CDA's		0	0	0.3	0.3	0.5	0.6	0.8	1.0	1.1	1.3	1.4	1.7	1.5	1.9
C. "Underqualified" Teachers															
1. Number before Turnover	8.8	8.8	8.8	8.2	8.2	6.4	6.4	4.6	4.6	2.6	2.6	0.7	0.7	0	0
2. Turnover		1.3	1.3	1.2	1.2	1.0	1.0	0.7	0.7	0.4	0.4	0.1	0.1		
a. To be Replaced by CDA's		0.1	0.1	0.3	0.3	0.3	0.3	0.5	0.5	0.4	0.4	0.1	0.1		
b. To be Replaced by Underqualified Teachers		1.2	1.2	0.9	0.9	0.7	0.7	0.2	0.2	0	0	0	0		
3. Number After Turnover		8.7	8.7	7.9	7.9	6.1	6.1	4.1	4.1	2.2	2.2	0.6	0.6		
4. Number Completing CDA Training		0.5	0.5	1.5	1.5	1.5	1.5	1.5	1.5	1.5	1.5	0.6	0.6		
5. Underqualified Teachers Remaining		8.2	8.2	6.4	6.4	4.6	4.6	2.6	2.6	0.7	0.7	0	0		
D. Yearly Marginal CDA Requirements: Time Phased															
1. Turnover of Qualified Teachers		0	0	0.3	0.9	0.5	1.1	0.8	1.5	1.1	1.8	1.4	2.1	1.5	2.3
2. Turnover of Underqualified Teachers		0.1	0.1	0.3	0.3	0.3	0.3	0.5	0.5	0.4	0.4	0.1	0.1		
3. Upgrading of Staff		0.5	0.5	1.5	1.5	1.5	1.5	1.5	1.5	1.5	1.5	0.6	0.6		
Total		0.6	0.6	2.1	2.7	2.3	2.9	2.8	3.5	3.0	3.7	2.1	2.8	1.5	2.3

1/ USDHEW, Office of Child Development, Project Head Start Statistical Fact Sheet, Fiscal Year 1972, Washington, D.C., 1972. And, USDHEW, Office of Child Development, Project Head Start 1969-1970: A Descriptive Report of Programs and Participants, Washington, D. C., July 1972. The Fact Sheet gives the total number of H.S. personnel; the Descriptive Report provides the percentage of total H.S. personnel who are classroom teachers and indicates what portion of these teachers have at the minimum the B.A. degree.

2/ It is assumed that there will not be enough CDA's in 1974 to replace any of the normal turnover of qualified H.S. teachers. Therefore, 300 teachers meeting other OCD criteria are replaced by B.A.'s in 1974.

National Planning Association
September, 1973

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TABLE 7

PROJECTED DEMAND FOR CHILD DEVELOPMENT ASSOCIATE TRAINING IN THE HEAD START SUMMER PROGRAM UNDER ALTERNATIVE ASSUMPTIONS: FY 1974 - FY 1980
(In Thousands)

	Actual FY 1972	Projections FY 1974 Strategy X	FY 1974 Strategy Y	FY 1975 X	FY 1975 Y	FY 1976 X	FY 1976 Y	FY 1977 X	FY 1977 Y	FY 1978 X	FY 1978 Y	FY 1979 X	FY 1979 Y	FY 1980 X	FY 1980 Y
A. Total Summer Program Teachers	4.0[1]	4.0	4.0	4.0	4.0	4.0	4.0	4.0	4.0	4.0	4.0	4.0	4.0	4.0	4.0
B. "Qualified" Teachers															
1. Qualified Teachers Before Turnover	3.6	3.6	3.6	3.8	3.8	4.0	4.0	4.0	4.0	4.0	4.0	4.0	4.0	4.0	4.0
a. Having B.A. Degree		3.5	3.5	3.5	3.5	3.5	3.3	3.5	3.1	3.5	2.9	3.5	2.7	3.5	2.5
b. Meeting Other OCD Criteria		0.1	0.1	0.1	0.1	0	0	0	0	0	0	0	0	0	0
c. Certified CDA's		0	0	0.2	0.2	0.5	0.7	0.5	0.9	0.5	1.1	0.5	1.3	0.5	1.5
2. Turnover in Qualified Teachers		0.5	0.5	0.6	0.6	0.6	0.6	0.6	0.6	0.6	0.6	0.6	0.6	0.6	0.6
a. B.A.'s to be Replaced by B.A.'s		0.5[2]	0.5[2]	0.5	0.3	0.5	0.3	0.5	0.3	0.5	0.2	0.5	0.2	0.5	0.2
b. B.A.'s to be Replaced by CDA's		0	0	0	0.2	0	0.2	0	0.2	0	0.2	0	0.2	0	0.2
c. Non-B.A.'s to be Replaced by CDA's		0	0	0.1	0.1	0.1	0.1	0.1	0.1	0.1	0.2	0.1	0.2	0.1	0.2
C. "Underqualified" Teachers															
1. Number before Turnover	0.4	0.4	0.4	0.2	0.2	0	0	0	0	0	0	0	0	0	0
2. Turnover		0.1	0.1	---	---										
a. To be Replaced by CDA's		0.1	0.1	---	---										
b. To be Replaced by Underqualified Teachers		0	0	---	---										
3. Number After Turnover		0.3	0.3	0.2	0.2										
4. Number Completing CDA Training		0.1	0.1	0.2	0.2										
5. Underqualified Teachers Remaining		0.2	0.2	0	0										
D. Yearly Marginal CDA Requirements: Time Phased															
1. Turnover of Qualified Teachers		0	0	0.1	0.3	0.1	0.3	0.1	0.3	0.1	0.4	0.1	0.4	0.1	0.4
2. Turnover of Underqualified Teachers		0.1	0.1	---	---										
3. Upgrading of Staff		0.1	0.1	0.2	0.2										
Total		0.2	0.2	0.3	0.5	0.1	0.3	0.1	0.3	0.1	0.4	0.1	0.4	0.1	0.4

1/ USDHEW, Office of Child Development, Project Head Start Statistical Fact Sheet, Fiscal Year 1972, Washington, D.C., 1972. And, USDHEW, Office of Child Development, Project Head Start 1969-1970: A Descriptive Report of Programs and Participants, Washington, D.C., July 1972. The Fact Sheet gives the total number of H.S. personnel; the Descriptive Report provides the percentage of total H.S. personnel who are classroom teachers and indicates what portion of these teachers have at the minimum the B.A. degree.

2/ The turnover of B.A.'s in 1974 are replaced by B.A.'s due to lack of CDA's.

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generally been intended for older preschool children who will be eligible for kindergarten or first grade in the fall; full-year programs have been designed primarily for younger preschool children--three years of age or older--up to the age when they become eligible to enter kindergarten or first grade.

The Office of Child Development needs knowledge of the potential requirement for CDA's in Head Start. This is necessary so that it can plan, program, fund and coordinate a series of significant actions that must be taken over the near and intermediate future, up to 1980. This knowledge is also essential so that the appropriate lead times can be available to hundreds of training institutions, Head Start grantees, potential trainees, regional offices, community action groups, the Consortium and others who must take concerted action if the CDA program and Head Start's utilization of CDA's are to be successful.

The analysis in this section identifies almost 9,000 full-year teachers in Head Start who are presently "underqualified" and who may consequently require CDA training, exclusive of turnover. To satisfy an assumed demand for this number by 1980, plus turnover of qualified teachers, would require about 2,400 CDA's to be trained and credentialled each year beginning in FY 1975. Almost five hundred institutions turning out an average of 50 graduates a year would be necessary. Attrition rates would have to be allowed for. The CDA Consortium and other assessment and credentialing bodies would have a very heavy certification workload. However, alternative strategies are available that would permit OCD to time-phase activities to accommodate demand over 12 years and halve the output to 1,200 CDA's a year, or reduce it even further by spreading the time frame further into the future.

A different set of policy decisions, funding and program arrangements requiring allocation of significantly larger resources would be essential if it were decided to meet the demand in less time.

Turnover represents a significant problem for decision-makers. The number of full-year classroom teachers in Head Start with B.A. degrees decreased from 56% to 45% of the total between 1968 and 1972, or to 8,100 classroom teachers. If it is decided to retain the same number of B.A. s, then the annual turnover of about 1,200 teachers with B.A. degrees would be filled by persons possessing B.A. degrees. Or, if it is decided to decrease the number of B.A.'s in Head Start full-year program (by replacing half of those who left each year due to turnover beginning in 1975), then the average annual turnover of about 1,200 teachers with B.A. degrees would be filled on the average by about 600 teachers with B.A. degrees and 600 CDA's. About 600 classroom teachers with B.A. degrees would be recruited in 1975 and less each year thereafter. By 1980, an annual replacement rate on this assumption would reduce the number of B.A. degreed persons in Head Start by 2,500, bringing the B.A. degreed teachers to about 31% of the total classroom teachers.

The turnover rate for Head Start teachers is about 15% a year.[1/] NPA assumes the same rate for all categories within the teaching staff. That is, the turnover rate is the same for both the qualified teachers and those who are underqualified, or would not meet CDA qualification requirements.

1/ Retrospective Study of Employee Mobility in Head Start Programs, Booze-Allen and Hamilton, prepared for Office of Child Development, May 18, 1973.

As indicated in the foregoing, OCD has several options:

(a) In view of the over supply of teachers with B.A. degrees, OCD could plan to hold the number of teachers with B.A. degrees constant through the intervening years until 1980. Under this strategy, there would be a minimal requirement for the training and credentialing of CDA's due to turnover of qualified teachers for the immediate future. This would also serve to reduce the pressure on the training, assessment and credentialing pipelines to produce a larger number of qualified CDA's.

(b) OCD could plan to replace half the turnover of teachers with B.A. degrees by CDA's. As pointed out above, this would add an average requirement for 600 CDA's a year to be trained to replace the turnover, with a resultant requirement for increased numbers from the pipeline of credentialled CDA's.

(c) OCD could plan to reduce the number and proportion of teachers with B.A. degrees in a program by a lesser amount, choosing some replacement rate between the two alternatives set forth in (a) and (b) above.

Projections

OCD must also make some policy decisions with respect to projections for program planning that will be important to the many institutions and persons who will be affected by them between now and 1980. The illustrative examples set forth in Tables 6 & 7 are based on the assumption that the number of children to be served, the number of classroom teachers, and the amount of funds available for Head Start will not increase, except for adjustments to accommodate inflation, through 1980. The assumption for no increase in Head Start children served was provided by OCD.

The material that follows sets forth the concepts, methodology and numbers of qualified classroom teachers required for Head Start. The numbers are based on the data set forth in OCD H.S. Fact Sheets and Descriptive Reports based on grantees' estimates of enrollment rather than upon actual annual enrollment or average annual attendance. The latter would have provided a sounder basis for the analysis and projections. As previously discussed with OCD, no other basis for the analysis was available to NPA. NPA recommends that the data base be improved in the next year or two. The text and Tables 6 and 7 separately present and discuss full-year and part-time (summer) programs. Table 8 shows estimated aggregate requirements.

Time Phasing of CDA Training -- Illustrative Example, Full Year

Presently, close to 9,000 current Head Start full-year teachers are underqualified and need CDA training. Table 6 projects two alternative demand schedules for CDA training for each year from FY 1974 to FY 1980. Assumptions for alternative strategies are:

Strategy X -- Full-Year Head Start Program

(1) The total number of Head Start classroom teachers will remain constant for each year, about 18,000.

(2) The number of qualified teachers with a Bachelor's degree will remain constant. Head Start will continue to employ B.A.'s in numbers sufficient to replace losses of B.A.'s due to normal turnover. OCD will not actively seek to increase or decrease the number of B.A.'s on the teaching staff, but will concentrate on providing additional training to the teachers not meeting qualification requirements. The turnover of non-B.A. qualified teachers would be filled by CDA's after 1974.

TABLE 8

YEARLY MARGINAL REQUIREMENTS FOR CDA'S IN HEAD START PROGRAMS
USING ALTERNATIVE STRATEGIES: FY 1974 - FY 1980
(In Thousands)

	FY 1974		FY 1975		FY 1976		FY 1977		FY 1978		FY 1979		FY 1980	
	X	Y	X	Y	X	Y	X	Y	X	Y	X	Y	X	Y
Head Start Full Year Program														
Turnover of Qualified Teachers	0	0	0.3	0.9	0.5	1.1	0.8	1.5	1.1	1.8	1.4	2.1	1.5	2.3
Turnover of Underqualified Teachers	0.1	0.1	0.3	0.3	0.3	0.3	0.5	0.5	0.4	0.4	0.1	0.1	0	0
Upgrading of Staff	0.5	0.5	1.5	1.5	1.5	1.5	1.5	1.5	1.5	1.5	0.6	0.6	0	0
Total	0.6	0.6	2.1	2.7	2.3	2.9	2.8	3.5	3.0	3.7	2.1	2.8	1.5	2.3
Head Start Summer Program														
Turnover of Qualified Teachers	0	0	0.1	0.3	0.1	0.3	0.1	0.3	0.1	0.4	0.1	0.4	0.1	0.4
Turnover of Underqualified Teachers	0.1	0.1	---	---										
Upgrading of Staff	0.1	0.1	0.2	0.2										
Total	0.2	0.2	0.3	0.5	0.1	0.3	0.1	0.3	0.1	0.4	0.1	0.4	0.1	0.4
Both Programs														
Turnover of Qualified Teachers	0	0	0.4	1.2	0.6	1.4	0.9	1.8	1.2	2.2	1.5	2.5	1.6	2.7
Turnover of Underqualified Teachers	0.2	0.2	0.3	0.3	0.3	0.3	0.5	0.5	0.4	0.4	0.1	0.1	0	0
Upgrading of Staff	0.6	0.6	1.7	1.7	1.5	1.5	1.5	1.5	1.5	1.5	0.6	0.6	0	0
Total	0.8	0.8	2.4	3.2	2.4	3.2	2.9	3.8	3.1	4.1	2.2	3.2	1.6	2.7

Source: Summary of Tables 6 and 7.

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(3) The experimental training programs will produce 100 CDA's who will join Head Start classroom staff by the end of FY 1974. More thereafter.

(4) The Head Start Supplemental Training (HSST) program will produce 500 CDA's by the end of FY 1974.

(5) Beginning in FY 1975, HSST and other training programs will produce an average of 2,400 CDA's a year who will help staff Head Start. By the end of FY 1980, under this strategy, all Head Start classroom personnel will meet qualification criteria.

(6) About 300 HSST training institutions will initiate the HSST-CDA program in FY 1974. If these programs have about 30 enrollees each, there would be 9,000 enrollees each year. Although the CDA training program theoretically may require up to two years to finish and Head Start teachers would not be enrolled full-time, the time needed to finish the training program on the average would be much less than two years, due to the fact that a good portion of the enrollees would have had some child development training. Assuming that about 2,400 trainees each year beginning in FY 1975 complete training, are assessed and credentialled as CDA's, and then enter Head Start, then the net requirement existing in FY 1974 for classroom teachers could be filled by FY 1980 through the CDA training program.

(7) Head Start teachers with a Bachelor's degree are assumed to be qualified; however, in actuality they may not be. OCD will have to decide what portion of these teachers do meet the CDA requirements.

Strategy Y -- Full-Year Head Start Program

This strategy is the same as the last except for one factor. Head Start would employ only enough B.A.'s to replace half the losses of B.A.'s due to normal turnover.

Discussion of Time Phasing

By FY 1980 both strategies, X and Y, would reduce the number of underqualified teachers on the Head Start full-year teaching staff from about 9,000 teachers to zero. If strategy X were employed, the number of teachers in 1980 with B.A.'s would be the same as in FY 1972, about 8,000. However, this number would be reduced to 4,600 or 31% of total full-year teachers, if strategy Y were used instead. Under strategy Y, only half of the B.A.'s loss due to the normal turnover would be replaced, and this means more CDA's would be needed. For instance, in FY 1975, the number of CDA's needed is 2,700 under strategy Y compared to 2,100 under strategy X. Strategy Y results in a higher CDA demand for any one year, e.g., in FY 1978, 3,700 as compared to 3,000 for strategy X. By the end of FY 1980, strategy Y will have 11,900 CDA teachers (or 65%) in full-time programs; whereas, strategy X will only have 9,400 (or 52%).

Time Phasing, Head Start Summer Program

The Head Start Summer Program was also analyzed using strategies X and Y. Requirements are set forth in Table 7 under the alternate assumptions. Since the summer program has only 4,000 teachers and 90% of them (3,600) are already qualified, the demand for CDA's never exceeds 500 in any one year, including turnover. The underqualified staff can be reduced to zero

by the end of FY 1975, if priority is given to filling summer program vacancies with CDA's from the pipeline. OCD should relate the number of CDA's in training to anticipated vacancies for summer and full-time programs.

Total Requirements Under Assumptions

The combined marginal demand for CDA's each year for both Head Start programs is given in Table 8 . After FY 1974, the annual demand for CDA's ranges from a low of 1,600 to a high of 4,100, with an average of about 2,400 for strategy X and roughly 3,400 for strategy Y. It is understood that requirements for CDA's if an expansion of Head Start occurs would be even larger.

Conclusions

The foregoing strategies are presented only for illustrative purposes. OCD may desire to extend or contract the time period over which training and credentialing institutions may meet the requirements for upgrading the staff. The basic data and methodology can be applied to an alternative set of assumptions or policy decisions.

The requirements are sufficiently large to permit using these planning approaches for the next few years. However, as set forth in the portion of the first chapter concerned with supply and demand, a sound data collection and analysis system is essential if the total requirements are to be determined in a more meaningful manner. Valid and reliable data are required for policy planning, programming and decision-making by management officials concerned with child care at all levels of government, but such data are now absent.

II. ALTERNATIVE STRATEGIES

A. CDA Competencies and Head Start Performance Standards

OCD Notice N-30-364-1, dated 1/8/73, sets forth Head Start Program Performance Standards. It states that:

> In general, the performance standards pertain to the methods and processes used by the Head Start grantee to meet the needs of children, rather than to measure outcomes or performance of the children themselves. The use of performance standards as outlined in this issuance will enable local grantees to target their efforts on those activities likely to lead to demonstrable benefits to children and their families.

The foregoing makes explicit that the performance standards are designed to measure the quality of input resources and processes, rather than the outcomes desired of the children receiving quality child care. However, the performance standards as now written provide inadequate attention to the input resource that OCD elsewhere has stated is the most important of all.

Another recent OCD publication claims:

> Those who work with young children know that the key element in any program is the staff--the adults who teach, supervise and relate to the children both individually and in groups. . . . The best facilities, materials and curricula, the best intentions of parents, program directors, and teachers cannot guarantee high quality child care or effective educational programs unless those who deal directly with the children are competent, knowledgeable and dedicated.[1]

In view of the fundamental importance of the staff, it is rather contradictory that the cited Performance Standards give so little proportionate

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[1] The CDA Program: The Child Development Associate, A Guide for Training, Washington, D. C.: Department of Health, Education and Welfare/Office of Child Development Publication Number 73-1065, April, 1973, p. 1.

attention to staff qualifications. The standards currently do not specifically describe the staff requirements necessary for their implementation. They do not clearly delineate the competencies required of the teachers or the qualifications to be met by personnel. Rather, the setting of these staffing requirements have been left to the interpretation of the local Head Start programs under the guidance provided by National Head Start.

An analysis was therefore made to determine how this existing gap could be successfully bridged by the CDA concept. NPA examined an attempt to show the degree of relationship between the standards and the CDA Competencies by the Asheville Child Development Training Program in North Carolina. This effort demonstrated that the CDA Competencies correspond quite closely to the Performance Standards described for the Head Start's basic program component, "Education." Other Head Start basic program components such as Social Services, Parental Involvement and Health Services and Nutrition do not correspond to the CDA Competencies as clearly as the Education Standards.[2] Since the Head Start Performance Standards "represent a clear statement of expectation as to the quality of operation which must be maintained by a Head Start program,"[3] and the CDA Competencies express expectations of competence which must be demonstrated by staff in a quality child development program, the relationship is a complementary one. The CDA competencies could be stressed as the essential measure of staff performance in delivering educational services to children.

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[2] Ibid., pp. 79-87.

[3] The Head Start Program Performance Standards, OCD-HS Head Start Policy Manual, OCD Transmittal Notice, N-30-364-1, Washington, D.C.: Department of Health, Education and Welfare/Office of Child Development, January 8, 1973. p. 1.

NPA therefore recommends that OCD revise the Performance Standards to include the competencies set forth for the CDA as qualification requirements for the professional classroom teacher. This will have the effect of mandating the inclusion of CDA's in the staffing pattern for each Head Start classroom. Of course, a caveat should be inserted showing that such a provision, to be applicable, requires CDA's be available from the production pipeline. Any local program, thereafter, wishing to comply with the Performance Standards can refer to specific criteria on the qualities of staff needed for a program that is aiming to achieve, maintain or surpass performance levels described in the standards.

The local programs should also use the CDA competencies in measuring staff performance. Some programs may use the competencies to measure staff performance, while other programs may wish to use the competencies as a reference or guide in determining the areas where their staff members need more training. Still others may use the competencies as criteria for supplementing appropriate staffing requirements previously developed by the local committees.

OCD's role would be to provide support and technical assistance to the local programs in the following areas:

(a) Orientation in the CDA concepts as they would affect recruitment, selection, assignment, training and upgrading staff, as well as expected performance.

(b) Support in the adjustments necessary in the assignment of local program resources to the utilization of CDA's in Head Start, such as the provision and setting up of CDA training.

B. The Issues of Career Development Under CDA Policy

Career development over time has been a real concern in Head Start. Staff training appears to be recognized as an important adjunct to the total program.

> The success of Head Start depends on the quality of staff working at all levels in the program. The act of employing staff is only the first stage in the commitment of human development. As the Head Start program has matured, the need to establish a comprehensive Career Development Program has become increasingly apparent.[4]

Currently, however, there is not much information available on the status of efforts in Head Start programs that will show a detailed analysis of training and career development. Research is still needed to find out how the trainees' tasks, duties and salaries have been directly affected, i.e., changed, expanded, increased as in a career ladder, as the trainees move through various types of training that have been made available through Head Start. Past and on-going action research on Head Start staffing do not show this particular information. The research report "Project Head Start 1968, a Descriptive Report on Programs and Participants," briefly treats training and performance in the following paragraph:

> Proportions of staff receiving some form of training as a result of their employment in Head Start have shown a progressive increase over time for both full year and summer programs. Proportion has increased from about 57 percent in Full Year 1966 and to about 75 percent in Full Year 1968, and has increased from about 32 percent in

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[4]Career Planning and Progression for a Child Development Center, Rainbow Series Pamphlet I-C, Project Head Start, OCD-HEW, Washington, 1969, p. 1.

> Summer 1965 to about 63 percent in Summer 1968. It is noteworthy that so many staff in either program are receiving training applicable to their work in Head Start . . .[5]

An update of the same report similarly states:

> Training was an active component in Head Start and appeared to have been successful in responding to the need for more personnel more specifically trained in early childhood education. . . . The recruitment of more men and persons specifically trained in the field of early childhood development continued to be difficult for the centers. . . . While the proportion of the staff taking training as a result of employment in Head Start had increased, programs may wish to reassess training and career development plans to ensure these staff are receiving the training necessary for performing their professional responsibilities adequately. That an increased number had been employed in Head Start before does suggest training to be a sound investment.[6]

However, whether HS personnel benefited by moving up a career ladder or across expanded job lattices (expanded work roles) is not apparent. The survey being conducted by Booze Allen and Associates in its Head Start mobility study similarly does not directly treat the above concern. One wishing information on career development can only refer to questions that try to elicit employee opinion on his "chances to get ahead"[7] and whether the delegate agency saw a lack of promotion opportunity[8] as a problem for each Head Start position. Moreover, findings of NPA researchers from interviews with child development personnel indicate that career ladders "exist beautifully on paper."[9] Reasons for this reaction may be traced to realities which directors

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[5]Project Head Start 1968. A Descriptive Report of Programs and Participants, Washington, D.C.: Ofice of Child Development, 1970, p. 138.

[6]Project Head Start, 1969-70, pp. 46-49.

[7]Booze Allen and Associates, Study of Employee Mobility, 1973, p. B(34).

[8]Delegate Agency Questionnaire, Ibid.

[9]See Appendix I, interview sources.

and staff have to work with. First, that there have to be vacancies in the upper rung of the ladder before the employee in the preceding rung could be moved up into the position. The number of teaching positions in a center and the teacher turnover rate therefore become limiting factors in determining how many assistants could become teachers. Some local programs have attempted to deal with this problem by allowing for (within budgetary limits) regular, modest half-year increases based upon salary reviews. These are regular increases to reward continuous employment, however, and are not necessarily given on the basis of merit. Changes in positions or assignments thus do not necessarily always accompany the salary increases.

Considering these problems, it is timely to direct the transition of the CDA concept along ways that would make CDA complement career development in Head Start. A recent child care staff training manual realistically assesses the situation by stating:

> In education, new career programs are customarily founded on job descriptions that set out in detail the duties of each worker. Books have been filled with descriptions of precisely what was expected of teachers or teachers' aides or day care teachers. Yet, seldom have these specifications been conceived in terms that permit a person to climb to another position--or to a higher level of the same position--primarily because he or she demonstrated the right competencies.
>
> But if training, job status and salaries are geared to competencies, it may be possible to move away from the confines of formal job descriptions and academic courses. It may be possible to allow persons to move more freely within the field while, at the same time, removing some of the pressure on them to "move up" should they prefer to remain in certain positions. When a career ladder is used effectively in day care, satisfaction in the job is more likely to follow. The stability of the staff as a whole helps the children, who rely on continuity in their day care "mothers" and "fathers," as they do in their parents.[10]

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[10]Ronald K. Parker, Ph. D. and Laura L. Dittmann, Ph. D. Editors, Day Care Pamphlet #5, Staff Training, HEW/OCD, 1971.

The recent development of the CDA competencies thus could prove a breakthrough in this respect. It could be made clear that Head Start teachers, through CDA training, may look forward to increasing their competence and the quality of their work in performing current duties. Expansion of these duties and subsequent salary adjustments should follow as added benefits on a planned basis, but not to be touted as the main consideration for teachers in undertaking CDA training. This is not meant to rule out teacher upgrading and promotion; rather, it is to encourage teachers to continue as "more effective teachers" while simultaneously becoming eligible for higher teaching-related and administrative positions. Merit pay increases and higher status must be offered as incentives for improved performance. Teacher assistants and aides, as they undertake CDA training, could similarly be upgraded; after they complete CDA training they should be entitled to assume teaching positions and be considered as priority candidates for available teacher openings in Head Start.

Career Ladders for Head Start

An example of career ladders developed expressly for Head Start shows formal education as the prime requirement for teaching staff. Years of experience and other requirements which may be set by the local programs are also included.[11] These ladders were developed by the Bank Street College of Education to provide a framework for positioning Head Start personnel on career ladders by the aforementioned criteria. (See Chart I.) The top rung of the sample ladder is indicated as the "First Degreed Position" emphasizing the academic degree as a qualification. If the shift from traditional to competency-based CDA training is contemplated for Head Start, then the criteria

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[11] H. Wolostsky, C. Mueller, et. al., Career Development in Head Start, Parts I-III, Bank Street College of Education, Spring, 1970, p. 13.

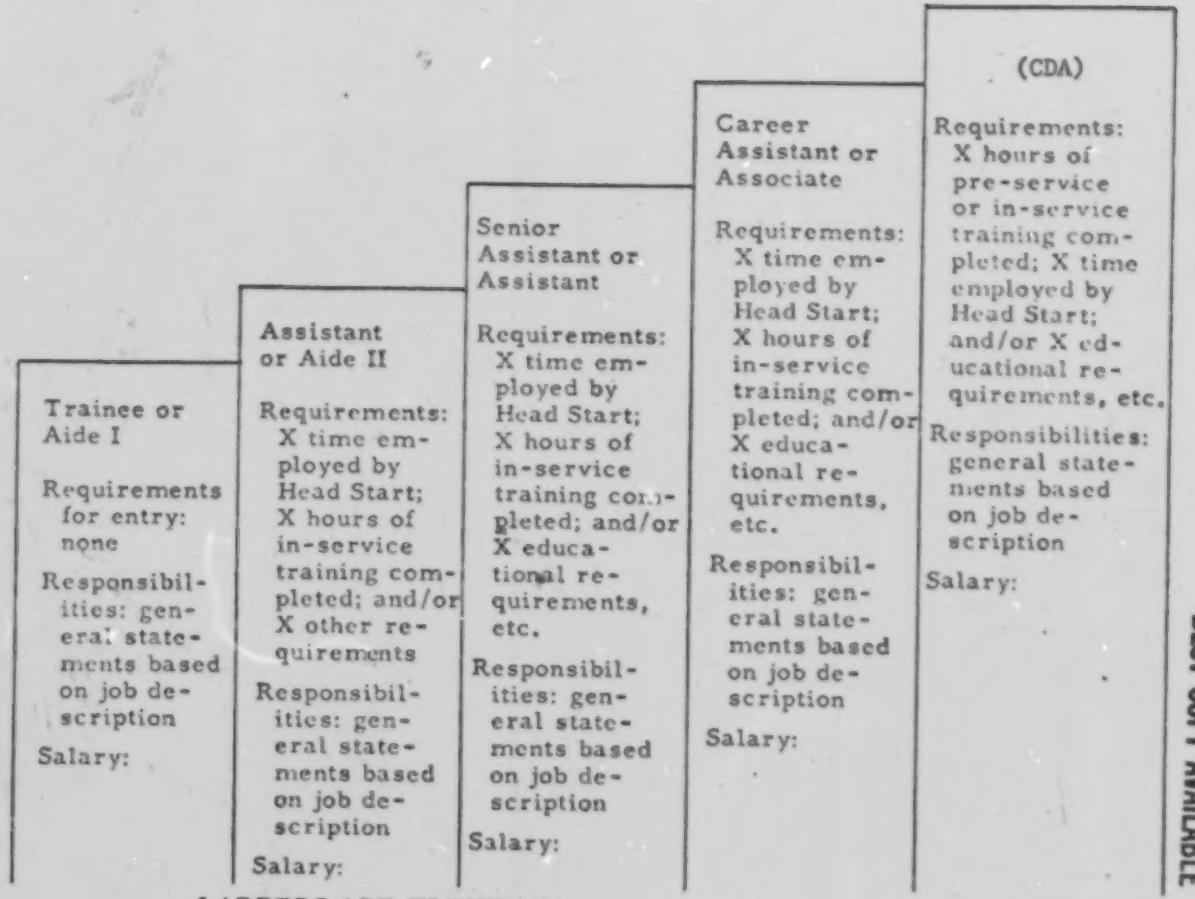
CHART I

CAREER LADDERS

Each rung or position is built on the preceding one and leads to the next one, the goal being upward movement — based on experience, in-service training, and education (where appropriate) — from an entry level position requiring basic skills to positions with increasing responsibilities.

It is recommended (1) that requirements other than time employed in Head Start and completed hours of in-service training be stated in general terms, and (2) that requirements such as a high school degree or a specified number of college credits be realistically coordinated with the time of employment in Head Start that is required for moving from the preceding rung.

Head Start suggests that a person can advance from the entry-level position to the fourth rung (career assistant) in a year and a half to three years, spending 6 to 12 months on each of the first three rungs.


Trainee or Aide I
Requirements for entry: none
Responsibilities: general statements based on job description
Salary:
Assistant or Aide II
Requirements: X time employed by Head Start; X hours of in-service training completed; and/or X other requirements
Responsibilities: general statements based on job description
Salary:
Senior Assistant or Assistant
Requirements: X time employed by Head Start; X hours of in-service training completed; and/or X educational requirements, etc.
Responsibilities: general statements based on job description
Salary:
Career Assistant or Associate
Requirements: X time employed by Head Start; X hours of in-service training completed; and/or X educational requirements, etc.
Responsibilities: general statements based on job description
Salary:
(CDA)
Requirements: X hours of pre-service or in-service training completed; X time employed by Head Start; and/or X educational requirements, etc.
Responsibilities: general statements based on job description
Salary:

LADDERS ARE FLEXIBLE

"JOBS ARE SIMPLY FLEXIBLE COMBINATIONS OF TASKS WHICH CAN BE ARRANGED AND REARRANGED IN MANY WAYS."[10]

THERE CAN BE 4 OR 5 RUNGS ON A CAREER LADDER AND ONLY 2 STAFF MEMBERS CLIMBING THIS LADDER. THEN EACH PERSON WOULD OCCUPY THE RUNG THAT CORRESPONDS TO HIS EXPERIENCE AND TRAINING.

IF A TRAINEE (AIDE I) IS READY TO MOVE AND THE ASSISTANT (AIDE II) IS NOT, THEN THERE COULD BE 2 ASSISTANTS (AIDE II's), AND SO ON UP THE LADDER, IF THE BUDGET PERMITS.

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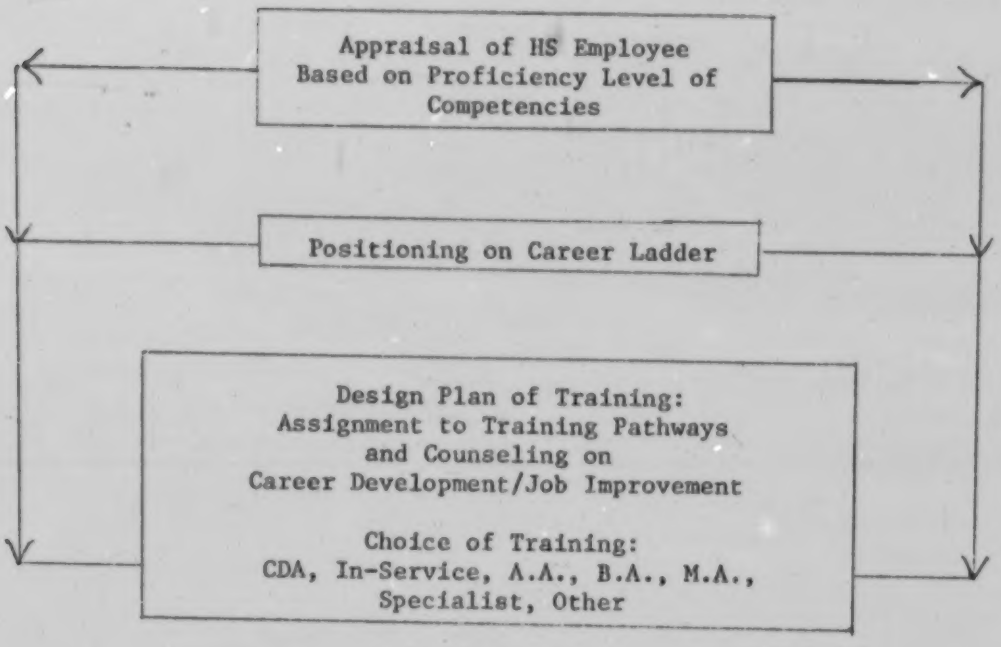
upon which career development is based should correspondingly depart from confining formal degree requirements. The "First Degreed Position" as the top of the sample career ladder should be changed to "CDA" (shown in parenthesis on Chart I), as the title of an individual possessing the CDA Competencies/ credential with corresponding requirements set by the local Head Start programs. Additional positions could also be added, such as a position for an individual as "CDA Specialist" who not only can demonstrate all the competencies as a credentialled CDA, but train other personnel in them as well.

Head Start programs could then determine the training needs of their staffs after appraising them in terms of the CDA competencies and counsel each employee to show each one the best pathway of training for acquiring the competencies each one lacks, or needs to improve under the training pathways already discussed.

The processes of appraisal, career ladder positioning, and training under this approach are continuous and dynamic, since each employee may be re-assessed as he completes a stage of training, readjusted or positioned on the career ladder or lattice, and may continue to further training (see Chart II). The methods, instruments and roles in the appraisal of an individual for positioning him on a career ladder as well as determining an individualized plan of training therefore becomes crucial and requires careful development to insure fair and reliable results. Previous methods in appraising employees may be revised to include the CDA competencies as a major criterion in appraising the individual, or the local programs may build upon efforts of CDA appraisal developed by the CDA pilot training programs.

Chart II
Individualization of Training Under CDA Policy



CDA APPRAISAL GUIDE

Appraisal methods being utilized by Head Start local programs are based upon criteria and standards developed by local career development committees and other concerned Head Start groups. These appraisal methods are used for recruitment, selection and career development purposes. The local programs determine training needs for individual staff members or for groups of staff using appraisal results to design in-service training programs. These results are also used for staff promotion purposes, where staff representatives from each center work together to create their own criteria and appraisal instruments. Currently, the program supervisors determine appropriate career ladder positions for staff members on the basis of the latter's ability to fulfill staffing

requirements such as education, experience and training. The CDA approach differs from this practice since it clearly spells out the competencies expected of a classroom professional instead of requiring specific credits or a degree.

Local program directors who were interviewed by NPA researchers described their appraisal needs for a training program like the CDA. They indicated that participation and involvement of the local groups and staff in the appraisal of staff is important for achieving fair and reliable results. The program directors stated they could foresee how several assessment instruments currently being used in their programs could be adapted for use for CDA appraisal. When slightly revised, these instruments could become competency-based instruments. In other words, the local programs are willing to participate in appraising their staff using the CDA competencies, provided they are given reliable and adaptable approaches for the appraisals. For these reasons, NPA has developed a guide for CDA appraisal which has already been furnished to OCD. The local programs could develop and use CDA appraisals to determine the initial training needs of their staff, and the results of the on-going appraisals for career development purposes.

Using the CDA competencies as a yardstick for all personnel working with children (including degreed individuals) would underscore and support CDA training as a necessary prerequisite to being a qualified child care worker, regardless of previous training or academic work. Thereafter, any further academic work and training such as A.A., B.A., M.A. Specialist, etc. would be considered as additional channels for achieving the goal of demonstrating all the competencies. This would be in the same manner that an individual is not required to continue on to an M.A. after finishing a B.A. but is urged

on by the prospect of job improvement and career development. This would reduce the negative carrot-on-a-stick effect where non-degreed individuals are encouraged to take CDA training "prior" to obtaining a formal degree. The latter was voiced as a negative reaction by regional groups towards the "inconsistency" of the CDA policy where the CDA certificate is interpreted as a "final" degree and then as a "stepping stone" to a B.A.[12]

It is further recommended that OCD conduct training programs or develop reference materials for regional and local program personnel to reorient them in this shift in emphasis towards CDA as a major training channel in career development efforts. Couching the CDA program in career development terms helps conserve previous gains achieved by HS programs in career development and encourages dialogue instead of prescription. The former is important in view of decentralization efforts and leaves the initiative to the local HS programs on how to establish staffing standards that consider local area conditions and needs. This, however, does not preclude continuing awareness of the problems and barriers to career development and the recognition of the need to assist local HS programs in working with agencies and institutions in their areas such as state agencies, colleges, universities, and professional associations for better occupational conditions for the CDA's and HS personnel.

In essence, the recommendations on career ladder development under CDA policy are:

1. Encourage the appraisal of all HS personnel working with children on the basis of the CDA competencies and have the programs use these appraisals for career ladder positioning and determination of training needs of personnel.

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[12]Reactions to HSST-CDA Policy Conversion, OCD Instruction, I-33-324-1: Head Start Supplementary Training Policy Draft. DHEW/OCD, December 26, 1972.

This may be done through close liaison work with the CDA Consortium, training institutions and appropriate state and local agencies to develop or revise exisiting assessment instruments, methods and roles that will fit the CDA concept.

2. Undertake concrete steps to achieve a smooth transition from HSST and other training policies to CDA concepts by offering training programs to key personnel and developing information materials to disseminate the new concept and how they may be implemented. Pamphlets, reports and studies on Head Start training and career development should be closely examined for revision, updating and dissemination.

3. Support regional, state and local efforts to achieve progress in career development by providing financial and technical assistance that will tie in CDA with job improvement and allow programs to offer incentives, e.g., merit increases, higher status, career opportunities based on competencies of staff.

4. As a long-range objective, initiate the gathering of information on the effects of all HS training upon career development and survey local HS program experiences, successes and problems in career planning and progression, to keep close tabs on their progress in applying the CDA concepts.

5. For future planning and development purposes, efforts similar to the current CDA program may be used to initiate the expansion of the CDA occupations and facilitate the upgrading of personnel in related areas. The current interest in the handicapped, for example, has led to the encouragement of enrolling children with physical impairment in Head Start programs. This impetus could be utilized for guiding the future expansion of CDA competencies for working with handicapped children. Such competencies have already

been developed as a pioneer effort by the New Jersey Nursery Task Force for teachers of exceptional children.[13]

The CDA and its competency-based concepts may similarly be expanded into the areas of health, nutrition and social welfare services. If training were made available to child care staff members for them to be competent in teaching as well as in performing health, home-center-community related responsibilities, an important step would be taken in fulfilling the objective of encouraging freer staff mobility between the education and other related services in Head Start. The feasibility of these directions for lateral and vertical mobility of the CDA should therefore be explored.

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[13] New Jersey Nursery Task Force. Specific Criteria for Teachers Dealing with Exceptional Children. Working draft. Trenton, N. J.: State Department of Education, Performance Evaluation Project, Robert Roth, Coordinator, July, 1972.

C. The Use of Voluntary Approaches: Offering and not requiring CDA's to be hired by Head Start Programs.

In this early stage of CDA as a viable profession and given the realities of limited resources, there may not be enough CDA's to fill staffing needs in HS programs. Selecting HS programs supportive of the CDA concept to accommodate or hire CDA's may be an indirect and sensitive way of introducing change. The programs to be involved could be:

Programs with staff currently undergoing CDA training in the pilot projects;

Programs committed to staff currently shifting from HSST to CDA training;

Programs seeking training opportunities for staff under new training concepts like the CDA.

This approach underscores enthusiasm as a needed factor for creating a favorable climate for the CDA's; unenthusiastic or hostile directors and staff may block acceptance of CDA's and limit their effectiveness before the worth of the program can be proven. As soon as follow-up results indicate CDA is successful, and sufficient numbers are available, OCD can then go full-force in requiring CDA staffing per classroom or by ratio of CDA's to the number of children serviced, or a combination of these, as a condition for Federal funding. (See illustrative Charts I-III for the estimate of CDA's needed for Head Start.)

By using this strategy, OCD can encourage interested local HS programs to hire the CDA's under the following conditions: (1) the CDA's be given positions as Child Development Associates and all appropriate tasks, responsibilities, and remuneration of these positions (the CDA's can also start on a probationary basis); (2) nonprofessional personnel completing CDA training

should be upgraded accordingly; (3) CDA's be allowed opportunity to introduce interested staff members to CDA concepts and competencies on an informal basis or, if feasible, in an in-service training program; (4) CDA's be given, based on their needs, the same opportunities given to other HS personnel for undergoing additional in-service training to sharpen their current skills or broaden their area of competence, including the opportunity to pursue a degree if they so desire.

D. Implications of Using CDA's as Trainers

A future possibility in encouraging CDA incorporation into HS lies in the use of CDA graduates as trainers. There may be merit in exploring multiplier training effects created by using the CDA as liaison training officers between the institutions and HS personnel. Experimental approaches may be designed to measure the worth of the CDA's as trainers to determine how the local programs would benefit from using their own CDA's as trainers. Additional training could also be offered to CDA's to ensure their capability as in-service trainers before they are assigned staff training duties. Some of the advantages of this strategy are: (1) the internal training capability of the local programs may be strengthened along the CDA concept; (2) Head Start personnel may be upgraded as CDA's, and thereafter as CDA trainers; and (3) the need for quality trained CDA supervisors or trainers may be filled. This strategy encourages CDA graduates to be hired since the breakthrough envisioned for the CDA program (full scale CDA training for Head Start, day care and other child care program staff) will certainly necessitate a substantial increase in trainers.

E. Promote CDA Acceptance in Head Start through Institutions Offering CDA Training

OCD should develop guidelines and materials for institutions wishing to provide CDA training through their own resources. NPA sees such institutions as additional channels through which OCD could further promote the incorporation of the CDA program into Head Start. One option would be for OCD to encourage the training institutions to establish cooperative agreements with HS centers to use these centers as laboratories for the field experiences of the CDA trainees (when suitable) in exchange for preference or priority to HS personnel who are released part-time for CDA training at these institutions. Several of the 12 national CDA pilot projects[14] are currently using this arrangement as a feature of its CDA training and their experiences might prove fruitful for future dissemination.

Another option could be to encourage the inclusion of Head Start concepts and training material developed for CDA training by making available to the training institutions free materials which show Head Start and CDA philosophy and program designs. These can also introduce trainees with no Head Start experience to CDA concepts. Head Start careers could also be presented to the CDA trainees as viable occupations which they could enter into after they finish training. Presenting Head Start as a child development program consistent and in line with CDA concepts and needing quality staff like the CDA's could further motivate the trainees to seek positions in Head Start programs. Another strategy could be to insure that the training institutions have the capability of carrying out the placement and follow-up function for helping the trainees

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[14]The Child Development Associate Program at Fall River, Massachusetts under the sponsorship of Project Head Start and Bristol Community College, 1972, for example.

find jobs. These institutions could help CDA trainees get in touch with HS programs seeking child care workers, as these trainees near completion of training. Knowledge of Head Start staffing needs and other day care trends of the areas the institutions seek to serve could prove valuable in firming up job expectations of trainees and encourage them to enter HS programs. As one child care trainee explained:

> Speaking as a Certificate graduate, I found it very valuable that the educators went to agencies and laid out the groundwork and spelled out to the agencies what we were being trained to do and how we could be used in the different kinds of treatment teams. In this area the Certificate students are very pleased to stay where they are. They are included in the treatment team. The greatest thing of all was that the educational staff really laid the groundwork by going out to agencies and getting publicity. For six years now the Child Care Workers that began as Child Care Workers and are still Child Care Workers, are still with the same agency. As I said, many of them have been stimulated to go on to further education and want to climb higher "educationally."[15]

If similar efforts oculd be carried out by the institutions who wish to offer CDA training, results may prove just as helpful to the CDA's.

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[15] Proceedings and Discussion: National Conference on Curricula for the Career Ladder in the Child Caring Professions, May 20-23, 1969. Viewpoint expressed by a child care program graduate. Pittsburgh, Pennsylvania, Department of Child Development and Child Care, School of Health Related Professions, p. 128.

F. The Development of a CDA Job Bank

OCD should undertake an active role in placement and dissemination of information on CDA's and the CDA concepts of staff development through establishment of a central job information service, with regional and local OCD branch offices, which would make available regular, brief periodic reports of job openings and training slots in Head Start programs and grantee institutions. Such information collection efforts can be accordingly aggregated (as a long-range objective), to form meaningful regional and national summaries for OCD information and guidance on the nature of HS local area staffing priorities and needs for matching against the qualifications of an actual file of applicants. The Head Start Newsletter or a similar reporting device such as a "CDA Bulletin" may be used to show career development results in Head Start programs featuring the experiences and reactions of Head Start programs hiring the CDA's, descriptions of their employment conditions, (duties, responsibilities, other activities, etc.) together with the strategies used by the centers to improve conditions. Reactions of the CDA's to HS employment can also be presented.

A current directory of CDA graduates and specialists should be developed and maintained on a current basis, along with a list of Head Start programs active in CDA utilization and institutional grantees offering CDA training. These listed individuals and institutions could become the priority contacts for information dissemination and collection, i.e., bulletin distribution, research surveys, informal communication and any desired feedback. The

newsletter could be used to encourage all institutions training the CDA's to support placement and follow-up activities. These institutions could communicate with Head Start programs and discuss the types of expertise the CDA's possess or the types of teaching roles best accomplished by their CDA graduates. The CDA openings and qualification requirements should also be listed with the job banks operated through the Department of Labor's Employment Service.

III. ADDITIONAL ISSUES

A. CDA Training and Employment from the Perspective of the Local Head Start Programs

(1) Head Start Staffing Policies and Requirements

Head Start staffing policies show a preference for personnel trained in education and other related fields, although earlier reports (1968, 1969-1970) show that few of the personnel have these desired requirements. Whether this situation has improved is not evident but recent interviews with local programs did indicate there have been few problems in recruiting or selecting applicants with early childhood development degrees or backgrounds. (See Table 4.) It was also found that Local Head Start Policy Committees and program administrators in charge of staffing tend to set higher qualification standards then National Head Start[1]. A verification of this trend through interviews shows that formal degrees in child development are priority requirements particularly for HS teachers. Teacher certification may also be a requirement for Head Start teachers operated by public school systems, particularly in those school systems adhering strictly to these set requirements or by the state or educational agencies' mandate. Head Start programs accordingly affected were found in Richmond, Virginia and Montgomery County, Maryland. How widespread the trend is throughout the total Head Start program is not yet known and can only be analyzed indirectly through available research

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[1] Career Development in Head Start, Ibid., p. 70.

Table 4

COMPARISON OF
HEAD START STAFFING POLICIES AND REQUIREMENTS
WITH CURRENT PRACTICES

Policy/Requirement[1]	Practice
Preference for individuals trained in fields related to early childhood development (child development, education, psychology, recreation, sociology, etc.)	A 1968 research report on staffing shows 21% of paid staff were degree holders. Of this number, 10% were trained in education, 2% in home economics and 3% in psychology and sociology. The rest were from unrelated fields. These figures were a bit higher for summer staff. The 1969-70 figures show 7.5%, 1.2%, and 3% for full year and 23.4%, .07%, and 2.2% for summer for these fields, respectively. Interviews with local staff indicate that there is currently no dearth of applicants with early education background and degrees.[2] Recent research indicates that there is "a tendency of most career development committees to set higher entry and advancement requirements than does national Head Start."[3]
No requirement of degree completion or certificate as condition of professional employment.	All local programs interviewed by NPA staff required a B.A. degree for Head Start teachers. Among these local programs, Head Start programs operated by the local public school system also required a teaching certificate for Head Start teachers.
Approve consistency of Head Start staff qualifications with state or local laws and educational agency provisions such as teacher certification provided latter do not interfere with or block job entry or career progression.	According to some local program administrators, Head Start programs must conform to local and state educational agency requirements, i.e., only certified/degreed individuals can be hired by local Head Start centers, particularly in Head Start programs operated by public school systems. In a 1966-67 one-time survey, 93% of public school systems operating Head Start programs[4] indicated they had certified teachers.

[1] Instruction I-30, Section 3, Transmittal Notice, Head Start Policy Manual, June 8, 197

[2] Interviews with local Head Start program administrators conducted by NPA staff, Maryland, Washington, and Virginia, April, 1973.

[3] Career Development in Head Start, Part I, Bank Street College of Education, 1970, p.70

[4] Head Start Programs Operated by Public School Systems, 1966-67, Research Division, National Education Association, 1968, Research Report R-3, p.28.

studies, for example, through reports showing that one-third of all local Head Start programs are being operated by the public school system.[2] Latest available data, 1969-70, also shows that 9.4% of the centers selected their teachers through decisions made by their local school boards. An additional 14.3% of the centers selected their teachers through their boards of education. Therefore, decisions made by these local educational agencies to select teachers totaled 23.7% for full year 1969. For summer, the percentages were 18% and 22.5%, respectively, or a total of 40.5%, while for full year 1970, the percentages were 10% and 12.2% respectively, for a total of 22.2%.[3] The fact that about one-fifth, on the average, of all HS centers report their local school boards and boards of education select teachers indicates the importance of examining local educational agency practices and requirements in teacher selection. These, however, were not covered in the cited research report.[4] The extent of this trend should be further explored to determine how strong the barriers are to hiring CDA's who do not possess degrees or who cannot meet experience requirements such as "2 years employment in Head Start or similar child development facilities" which may be set as additional teacher certification or staffing qualifications in local areas.

(2) Reactions of Local HS Program Administrators to CDA

Interviews with local program personnel indicate varying types of attitudes

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[2] Career Development in Head Start, Ibid., p. 70.

[3] Head Start Programs Operated by the Public School System, 1966-67, Research Division, National Education Association, R-3, p. 28. 1969-70 trends show the same number (information as derived from Miss B. Bates, Research Division, Head Start, OCD).

[4] Head Start Programs and Participants, 1969-70, OCD, 1973.

[5] Ibid.

expressed by program directors towards CDA. Reactions of these directors towards CDA in general and the query "Will you hire a CDA when they become available"? ranged from "No. . .unless. . ." to "Yes. . .if." The negative attitudes stemmed from the lack of CDA's proven worth, i.e., its newness as a concept and the fact that there are not, as yet, CDA's certified and working, and for the simple reason that it meant change of staffing policies with all the resultant difficulties. One director, as head of 34 centers and a teaching staff of 88 persons, states that he would refuse to consider CDA's for employment unless they have an equivalent degree or academic credits. On the other hand, the willingness to utilize the CDA's was qualified by a "wait and see" attitude and the intent to place CDA's on probationary status to try out their effectiveness, regardless of who credentialed them. Another indicated that their Head Start program had its own in-service training and plans to continue its training efforts independentaly, implying that the in-service program would not be substantially influenced by the CDA training concepts. These attitudes should be given close attention, since some Head Start programs may not be faced with a dearth of applicants and therefore set B.A. or higher degrees as their teaching staff requirement. It then becomes crucial that the local programs recognize the CDA's as an equally qualified and acceptable choice.

Directors also expressed their confusion and lack of knowledge as to how the training and staff development programs were expected to accommodate the CDA goals and Child Development Associates. Local people are not quite clear on how the CDA program would affect their training and hiring efforts or how support, in the form of financial outlays or actual training guidance, will be forthcoming.

(3) Training Capability of the Local Programs

For HS personnel to undergo CDA training, local program capability in facilitating access to training must be strengthened accordingly. Resource availabilities in terms of funds and manpower must be considered. The provision of released time, the setting of priorities in the choice of CDA candidates are additional concerns which face the local programs in moving towards CDA.

a. The provision of released time: Adjustments in staffing schedules are made by the local Head Start Directors to fill the hours vacated by the personnel leaving the program to be trained. This procedure causes problems for local programs which are understaffed or could be severely affected by the unavailability of other manpower sources not requiring additional funding outlays. Reluctance of the directors to schedule the adjustments may be due to the difficulty of substituting experienced staff members, slated to undergo training, with equally experienced staff.

Local programs have attempted, through the tapping of community resources, various methods of seeking staff to fill in hours of personnel who are absent due to training. One of the methods is the use of students in nearby colleges, with the Head Start center experiences offered as practicum for the students with due supervision provided by center staff. Similar arrangements involving high school students are also tried. The involvement of senior citizens as aides through Senior Citizens programs, or persons working in ACTION or similar community-action agencies, is another attempted option. Volunteer workers at the centers are also another source--particularly where mothers, with children enrolled at these centers, are requested to put in one day every two months. In some local HS centers, working mothers balked at the idea of absenting themselves from work, but later were known to enthusiastically accept the requirement as

effective involvement. Other centers, however, encountered real difficulty in working with volunteers and found problems in filling hours left vacant by staff undergoing various types of training. The management of local programs particularly those with tight budgets, may be unable to hire substitute staff in cases where real problems have been encountered in seeking non-paid or volunteer help. This problem was described as critical by a director of a community action agency in Virginia.

b. Funding issues: The ability to afford CDA training was raised as another issue by the local programs. The interviewed program administrators voiced concern over some funding difficulties experienced under HSST and inquired whether OCD guidance for the CDA program would change or improve these conditions. For instance, the lack of interchangeability of HSST training slots among eligible candidates for training, forces personnel to enroll in courses each semester whether it is possible for them to take the course or not. Therefore, the local programs literally force their employees to take courses in order not to lose the HSST funds. The lack of outlays for miscellaneous expenditures normally incurred in training, over and above the usual tuition fees, was identified as a budget problem. Travel money, book allowances, and miscellaneous expenses were not provided for. Generally, the opinion was that the Head Start programs are running under tight budgets and can ill-afford expending monies for training.

The directors discussed the problem of uncertainty caused by the year-to-year funding of the budgets. Under this arrangement, grants are usually given with no slated increases over the previous year's budget. They inquired about the feasibility of a three-year funding cycle where the local programs can develop the attitude of "We can work with these children for three years.

There will be a guarantee for a three-year old child to go through the program up to when he is five." The need for more freedom in the use of funds for career development was also expressed since not many staff members could be moved up and raised in salary. For instance, in one program, only four out of 60 members were moved up and given salary increases as recognition for improved performance.

Perhaps not much can be done with the latter suggestion on the funding cycle of the Head Start grantees, since the local program cycles are tied to the National Head Start budget on a fiscal year basis. However, the local programs may be assisted in extending their planning cycles, i.e., working out their program plans on a three-year assessment of needs, both current and projected. Operating on the principle of clearly demonstrating needs over a longer period would provide the decision-makers and planners on the national, regional and local levels with a realistic view of the resources that will be required to achieve or maintain certain program objectives over the next three years. Within this context, the local programs will also need help in dealing with the issue of anticipating staffing and training costs (merit pay increases, training costs, fringe benefits, and other miscellaneous expenses), which will have to be incurred if the local programs will meaningfully implement the changes envisioned in the CDA and its career development aspects.

OCD through National Head Start should accordingly be prepared to acknowledge these costs as necessary budget items and provide the appropriate financial support, e.g., increasing the funding levels, whenever necessary. In this manner, the local programs may be aided in correcting the difficulties

they experienced while planning for staff training under HSST in the past. OCD should also ensure that appropriate lead times will be allowed for the changeover as well as provide the guidelines that will effect a smoother transition to CDA.

B. CDA Training from the Perspective of Head Start Personnel

Whether Head Start personnel will welcome CDA training as a viable pathway for self-improvement and career development is not yet clear at the present time. The feedback regarding this issue, gathered from OCD personnel and Head Start programs, indicates ambivalent attitudes and reactions on the part of Head Start staffs. The attitudes of the Head Start program directors seem to influence local staff acceptance and their willingness to undergo training. The directors who were quite enthusiastic about the CDA as a training program stated they foresaw no problems in motivating staff members to undergo training.

The shift from Head Start Supplementary Training to CDA was cited by Head Start directors as a main reason why their staffs find the CDA training concepts difficult and confusing. Personnel have to adjust to the changes resulting from the shift of the HSST program to CDA. Interview reactions indicate that familiarizing HS personnel with CDA concepts is an important step in generating acceptance of the CDA program in Head Start. Some staff members, for example, regard the CDA training as a rival to the HSST program. They need to have it clarified as to the changes the CDA training and competencies will bring to the achievement of Head Start goals. These directors

stated that it is not the prospect of salary increments alone that motivate personnel to undergo training, but also recognition and status. Employees are quick to ask three questions when encouraged to train, i.e., how long?, why is it necessary?, and what will I get for it--duty changes, incentives, and other expectations? The directors felt that staff acceptance of the CDA concept will hinge on national and local publicity. In addition, local personnel need help to implement the program concepts, and use appraisal tools in activities like meetings, workshops, etc., to orient the entire staff to the new ideas. Understanding could thus be developed and the impending changes will become less of a threat. A strong campaign is needed to convince Head Start employees that CDA training has high value and that it is an attractive program leading them to improve their skills in dealing with young children.

APPENDIX I

Notes on Methodology

To obtain an understanding of the Head Start program, its structure, policies and the nature of its implementation on the local level, NPA utilized all available documents outlining Head Start policies and programs, reviewed assessment and research reports and other pertinent studies and surveys. Key personnel and staff on the national level were also interviewed to derive insights into the nature of the program. And although it was recognized that only a few individual local program personnel could be interviewed due to the limitations of time and resources of this project, NPA obtained permission for and conducted interviews with local program staff in their neighboring areas, namely Maryland, Virginia and Washington, D.C. Although four local Head Start grantees were reached and tapped for information on their staffing, selection and training practices, the coverage and reach of these grantees is quite extensive. For example the grantee--United Planning Organization--is in charge of all Head Start centers for Washington, D.C. and Fairfax County, while the Montgomery County Community Action Agency alone operates 34 Head Start centers and the Richmond Community Action Agency runs the Head Start program for all of Richmond. These programs are not in any manner upheld as the average or typical in Head Start; however, interviews with these programs did serve in delineating some of the issues which could well confront Head Start programs and personnel all over the country.

APPENDIX II

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September 1973

CHILD DEVELOPMENT ASSOCIATE TRAINING PROGRAM

RELEVANT FEDERAL PROGRAMS FOR POTENTIAL CDA SUPPORT

Submitted as partial fulfillment of the contract to provide planning and technical assistance to the CDA program.

Prepared by:
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VI. RELEVANT FEDERAL PROGRAMS FOR POTENTIAL CDA SUPPORT

A. Introduction

NPA's analysis found that many classroom teachers in Head Start and in private day care would not meet minimum qualification standards such as having a B.A. degree, or those set forth for the Child Development Associates in terms of the competencies. Only 45% of Head Start classroom staff had B.A. degrees and much less for private child care. If staff with B.A. degrees are excluded, to upgrade current staff for these programs, so that they can acquire the CDA competencies, or to recruit certified CDA's to fill vacancies, will require literally hundreds of on-going training programs for CDA's of many types to come into being, with the production of thousands of CDA's annually to fill the need.

The chapter on supply and demand in this report sets forth the requirements based on current programs with only modest allowance for expansion. Of course, if legislation for comprehensive child development programs (the kind passed by Congress in 1971 but vetoed by President Nixon) should be initiated again, passed by Congress and approved sometime in the seventies, the numbers of classroom personnel required with the CDA competencies would be much greater to meet the needs of children under expanded legislation. However, the NPA study has pointed out that even with just the current requirements, the need for large numbers of trained CDA's will be substantial.

The foregoing discussion is based on the assumptions that:

(a) the pilot training programs will demonstrate the merits of the new occupational specialty, the CDA, as a very competent child care taker in a variety of settings;

(b) a substantial demand will develop for CDA's in Head Start, private day care centers, and a variety of other child care programs; and

(c) a mass replication of the experimental training programs will ensue.

For such large scale training to take place, substantial funds for training CDA's will have to be made available.

NPA explored over 30 programs concerned with child care to determine whether they could make available funding and other program support for the CDA program. NPA found numerous programs of high potential for both financial and program support for the CDA of this nature. Of course, many programs, like those funded under the HUD appropriation and the Health Manpower Act, were found to be no longer meaningful because of termination of potential funding support for child care. Where findings were negative, no reference to such programs is made in the final report.

It will be necessary for OCD to do a significant amount of developmental work in order to draw upon the appropriations of other government agencies for program and funding support for the CDA program. NPA cites many instances, for example, where the Manpower Development and Training Act, the Vocational Education Act, the Elementary and Secondary Act and other similar types of legislation would support CDA training if such positive developmental work were initiated. There is nothing in such legislation that would preclude such support. Negotiations at the national, regional, state and local levels will have to be undertaken if OCD is to

take advantage of the particular sources of funding that are available. In yet other cases it will be essential for the Office of Child Development to persuade the Secretary of HEW to make a policy decision that will make funds available to CDA from programs of the Social Rehabilitation Service or the Vocational Education program in HEW.

Once a financial target of opportunity has been identified, policy agreements at the national and regional levels will have to be worked out to draw upon it for the CDA program. Specific program plans will then have to be developed at state and local levels as to the institutions to be funded for the training programs, the individuals who will participate and the specific manner in which resources will be allocated and accounted for. It should be stressed that effective exploitation of such opportunities will require systematic and sustained efforts by the Office of Child Development.

NPA's report indicates who the key agency officials are in each of the programs at the Federal level and how they may be contacted through their organizational titles and their phone numbers. The programs are described, their budgets for both FY 73 and FY 74, when available, are included and summarized. Also provided is a description of the program guidance material. Enclosed separately with this report are copies of that material.

Highlights from a few of the programs follow.

Title 4B of the Social Security Act is one of the programs included under high priority. It has a budget of $46,000,000 for both FY 1973 and FY 1974. There is nothing in the act that would prohibit support for the CDA training program. However, since it has not in the past

supported teacher training for general child care, a new policy interpretation would be necessary for OCD to draw upon it for support. The program is under the general cognizance of the Secretary of HEW, and he could make a policy decision authorizing use of it for support of the CDA program if he so desired. Another alternative would be to negotiate a policy interpretation directly with the current administrators of Title 4B of the Social Security Act in the Social Rehabilitation Service and then have that included in the general program guidance issued by SRS to the field.

Section 231 of the Manpower Development and Training Act is a high potential source of program support and funding of the CDA program. With a budget of 250 million dollars for FY 1974, this program funds training in occupations of critical local need. There are at least six job categories into which the CDA training program might possibly fit. In this instance OCD would have to negotiate at the national and regional levels of DOL for policy determination and then have OCD regional offices contact the State Employment Agencies and verify local community needs. A reasonable expectation of employment must be guaranteed for trainees at the local level before funding for a program is instituted.

Section 204 of the Manpower Development and Training Act provides another high potential source of program and funding support for CDA training. This program is funded at 30 million dollars for 1974 and negotiates contracts with national trade groups for on-the-job training programs in vocational skills. The possibility of the Consortium taking on the role of such a trade group should be explored with the Office of National Projects at DOL.

Part B of the Vocational Education Act is viewed as a high potential source of program support and funding for the CDA Program. Approximately 200 million dollars is committed to Part B for FY 1974. This program provides funds to assist the states in conducting vocational education programs for persons of all ages. Foremost among these programs at present are the Curriculum Modules for Child Care/Development occupations. This program intersects with the CDA training program in some respects and favorable feedback has been obtained from the Division of Vocational and Technical Education regarding the possibility of joint efforts between DVTE and OCD in reaching the states with both programs and allowing them to select the one or combination of the two which best suits their particular needs. NPA feels that much could be gained from some form of cooperative effort, as both departments within HEW will be dealing with essentially the same people at the state level in pursuit of their individual goals.

Title I of the Elementary and Secondary Education Act, another source with high potential for programs and financial support to the CDA program, has a budget of 1,585,000,000 dollars for FY 1974. While Title I has not traditionally funded training programs for teachers to any extent in the past, there is nothing in Section 132(a) Uses of Funds of ESEA which would preclude their use for support of the CDA Program. These funds are usually channeled to local education agencies serving areas with concentrations of children from low income families to expand and improve their educational programs (including preshool programs). Funds are transmitted through the state to the local education agencies as a result of approved

grant applications. Contact should take place at the Secretary's level for interpretation of existing legislation and then at the state and local level to generate interest in the CDA concept.

With a combined HEW and DOL budget of over 500 million dollars for FY 1974, the WIN Program ranks as a high potential for program and funding support for the CDA training program. The WIN Program only provides training and human services to persons who receive Aid for Dependent Children and the major thrust is now in providing on-the-job training which lasts a maximum of one year. It would appear that the concept of CDA would fit into this current thrust. It might prove feasible to include Head Start and other Early Childhood Education Programs, at least in the one year WIN training schedule. Two year programs would probably be negotiable. The major consideration in enrolling a person in any kind of on-the-job training under WIN is--that at the end of the training program will the salary the person receives at his new job be enough to move him off welfare and keep him off welfare? Other than that the WIN Program is flexible in its adaptation to work training programs. A selling job at the state and local levels would be required here.

B. Abstracts of Programs Showing Potential CDA Support

Program Title

The Handicapped Children's Early Education Program (HCEEP).....VI-8

WIN Program, Title 4-C of the Social Security Act.....VI-10

Title 4-B of the Social Security Act.....VI-12

Vocational Education - Curriculum Development, Part I of the Vocational Education Act (VEA).....VI-13

New Careers.....VI-14

Concentrated Employment Program (CEP).....VI-15

Title VII, Elementary and Secondary Education Act.....VI-17

Title III Elementary and Secondary Education Act.....VI-19

Preparation of Professionals in the Education of the Handicapped, PL 91230, Title 6, Part D of the Education of the Handicapped Act.....VI-21

Title I, Elementary and Secondary Education Act (ESEA).....VI-23

Manpower Development and Training Program (MDTA).....VI-25

Follow Through Program, Title II of the Economic Opportunity Act.....VI-27

Education Professions Development Act.....VI-29

Vocational Education - Part B of the Vocational Education Act (VEA).....VI-30

Manpower Development and Training - Section 204 (On the Job Training) of the Manpower Development and Training Act (MDTA).....VI-32

Applachian Regional Commission Child Development Program.....VI-34

Migrant and Seasonal Farm Workers (Formerly OEO, now DOL).....VI-35

Maternal and Child Health Training (Section 511, Title V of the Social Security Act).....VI-36

Program: The Handicapped Children's Early Education Program (HCEEP)

Contact: Dr. Edwin W. Martin, Associate Commissioner
Bureau of Education for the Handicapped (BEH)
Office of Education
Department of Health, Education and Welfare
963-5925

Mrs. Jane DeWeerd, Program Officer
The Handicapped Children's Early Education Program (NCEEP)
PL 91-230, Part C of the Education of the Handicapped Act
963-7101

Miss Sheila Friedman, Project Officer
The Handicapped Children's Early Education Program
Bureau of Education for the Handicapped
Office of Education
Department of Health, Education and Welfare
963-7101

Description: HCEEP provides discretionary grants to public or private non-profit schools, hospitals, clinics or universities that have a program for the handicapped. In instances where an integrated program exists, HCEEP funds only the handicapped enrollment. The program funds 94 projects with a total enrollment of approximately 3,000. Forty to forty-five percent of these enrollments comprise 3 to 5 year olds. Most of the 94 projects have one teacher, two teacher aides and some volunteers.

Budget: $7.5 million for FY 1973
$6 to 7 million projected for FY 1974

Summary: It has not been the policy of HCEEP to fund the training of teachers under Part C of the Education for the Handicapped Act. The funds have gone chiefly for program development and individual testing and evaluation. However, Section 624 under Title C states that the Commissioner of Education is authorized to contract with an agency, organization or institution operating a center or providing a service which meets such requirements as the Commissioner determines to be appropriate and consistent with the purpose of Part C to pay all or part of the cost of such activities such as:

> "(3) training (either directly or otherwise) of professional and allied personnel engaged or preparing to engage in programs specifically designed for such children, including payments of stipends for trainees and allowances for travel and other expenses for them and their dependents;"[1]

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[1] Education for the Handicapped Act, Part C, Sec. 624(a).

If interest can be generated at BEH in the CDA training program as a source of providing teacher aides or assistants for Handicapped Centers, HCEEP might become a source of funding for CDA trainees. Another alternative would be to approach the Secretary to include funding support for the CDA program as being appropriate under Part C(3). Contact with BEH administrative personnel could be made simultaneously for Parts C and D of the Act. (See report on Part D of the Education of the Handicapped Act.) Again, the Secretary of HEW can decide whether training for CDA's under this program would be in the public interest.

Program Guidance Material:

The "Program Manual, Handicapped Children's Early Education Program: PL 91-230, Part C, Section 623, Title IV," copy enclosed, is available from the Bureau of Education for the Handicapped, U.S. Office of Education, Department of Health, Education and Welfare, Washington, D.C. 20202. "Programs for the Handicapped: A Program Description," copy enclosed, is also available from the same source. These documents describe the procedures for application and administration of programs under Part C of PL 91-230, The Handicapped Children's Early Education Program.

Program: WIN Program, Title 4-C of the Social Security Act

Contact: Mr. Mervin Hans, Director
Office of Employability Development Programs
U. S. Department of Labor
961-5097

Mr. James Baily, Acting Director
Office of Work Incentive Programs
U. S. Department of Labor
343-9301

Mr. Robert Fodor, Director
Office of Program Design
Work Incentive Program
Office of Employability Development Programs
U. S. Department of Labor
386-8687

Mr. Robert Colombo, Director
Office of Technical Services
Work Incentive Program
Office of Employability Development Programs
U. S. Department of Labor
343-8612

Description: The WIN Program provides training and human services to persons who receive Aid for Dependent Children only. Funds for the program are provided by the U. S. Department of Labor and administered through the cooperation of local employment offices (DOL) and Welfare Agencies (HEW). Final authority for the expenditure of these funds comes from the Department of Labor after interview and appraisal of the applicants takes place at the local level. In addition to on-the-job training, recipients are given assistance with transportation, day care services, remedial health services and general family services. Since the Talmadge Amendments of 1972[1] to the Social Security Act of 1968, very little money has been spent on institutional training. The major thrust is now in providing on-the-job training which lasts an average of 6 months and a maximum of 1 year. One-third of all WIN funds must be spent on OJT and Public Service Employment.

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[1]The Talmadge Amendments were passed in December 1971, and they changed the thrust of the WIN program from an institutional training program to a job oriented program. They emphasized direct placement on the job. They also made it mandatory for all persons receiving Aid for Dependent Children to register for training and/or employment. An institutional training program is one in which the training takes place in a school setting. A job oriented program is one in which the training takes place in a work setting, usually before a person is hired as a full-time employee in the vocation for which he is being trained.

WIN Program, Title 4-C of the Social Security Act
Page 2

Budget:

	In Thousands of Dollars FY 1973	FY 1974	
Training & Incentives	204,200	329,534	U.S. DOL Funds
Child Care & Support Services	86,720	204,900	HEW Funds
TOTAL	290,920	534,434	

Summary:

It would appear that the concept of CDA training would fit into the current thrust to support on-the-job training by the WIN program. The way that Title 4-C of the Social Security Act is being presently interpreted, it requires the participants to receive on-the-job training with the employer being funded by the WIN program. Head Start would qualify because of the part-time work, part-time instruction aspect of the program. Other CDA programs where the 50/50 work instruction breakdown exists would also qualify. The major problem to be resolved in seeking this support is tailoring the CDA program to fit WIN's definition of on-the-job training on the local level, and reaching agreement to do so at the national level.

A major consideration in enrolling a person in an on-the-job training that involves institutional training under WIN is whether at the end of the training program will the salary the person receives in his new job be enough to move him off welfare and keep him off welfare? The WIN program is flexible in its adaptation to work training programs but these decisions are made at the local level in the local employment offices. A selling job must be done at state and local levels to get the CDA programs included in what WIN will cover. It is anticipated that this job will be easier once the CDA concept has proven itself.

It might prove feasible to include Head Start and other Early Childhood Education programs, at least in the 1 year program. Two years would probably be negotiable. Funds are substantial as indicated by the FY 74 budget.

Program Guidance Material:

The publication entitled "The WIN II Program: A Way for Everyone to WIN," USGPO: 1972 0-493-287, is available from the U. S. Department of Labor, Manpower Administration, Washington, D. C. 20210. This document explains the advantages of participating in the WIN program and the procedure to be followed by employers who wish to participate in the program. Application is made through local employment agencies to the Regional Manpower Administrator in 11 regions throughout the country. A copy is enclosed.

Program: Title 4-B of the Social Security Act

Contact: Mr. Michio Suzuki, Assistant Commissioner
Program Development and Implementation
Community Services Administration
Social Rehabilitation Service
Department of Health, Education and Welfare
963-6277

Miss Gertrude Hoffman, Program Officer
Community Services Administration
Social Rehabilitation Service
Department of Health, Education and Welfare
962-6419

Description: Title 4-B, Section 426, Research Training or Demonstration Projects, provides grants to public or other non-profit institutions of higher learning for special projects for training personnel for work in the field of child welfare, including traineeships.[1] Grant requests are submitted by institutions to the Community Services Administration and funds are administered from the Federal level directly to the institutions.

Budget: $46 million for FY 1973
$46 million for FY 1974

Summary: While the current thrust under Title 4-B is to support Research and Training in child abuse, foster care and other child welfare areas, there is nothing in the Act that would prohibit support for the CDA training program. Contact should be made with the Assistant Commissioner for Program Development and Implementation regarding the interpretation of Title 4-B, Section 426. The Secretary of HEW could be approached to approve a policy statement to be developed by CDA to have a portion of these funds made available to the CDA program.

Program Guidance Material: The publication entitled "Guides on Federal Regulations Governing Service Programs for Families and Children: Title IV, Parts A and B, Social Security Act, 1971," copy enclosed, is available from the Community Services Administration, SRS/Department of Health, Education and Welfare, Washington, D.C. 20202. This document interprets the pertinent regulations and provides step by step procedures to institutions in applying for funds and administering programs under Part 4-B of the Social Security Act.

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[1]Compilation of the Social Security Laws. House of Representatives Document No. 93-117, Volume 1, USGPO 1973, pp. 216-217.

Program: Vocational Education - Curriculum Development, Part I of the Vocational Education Act (VEA)

Contact: Dr. Howard Hjelm, Director
Division of Vocational Education Research
Office of Education
Department of Health, Education and Welfare
963-7426

Dr. Elizabeth Simpson, Director
Curriculum Center for Occupational and Adult Education (CCOAE)
Office of Education
Department of Health, Education and Welfare

Description: Part I of the VEA provides funds to promote the development and dissemination of vocational education curriculum materials for use in teaching occupational subjects, including curriculums for new and changing occupational fields. Funds are also allotted for the survey and evaluation of existing curriculum materials and the training of personnel in curriculum development.

Budget: $4 million for FY 1973
$4 million for FY 1974

Summary: Some Federal funds from this appropriation are being spent already under PL 90-576 (Part I) for curriculum development in Early Childhood Education. These are going to the Child Care Development Project, 2930 Forrest Hill Drive, Atlanta, Georgia 30315. Mrs. Irene Rose and Mrs. Mary Elizabeth White are the Associate Project Directors for this 3 year project under the supervision of the Georgia State Department of Education to develop Curriculum Modules for Child Care/Development occupations for the Division of Vocational and Technical Education, OE/HEW. Dr. Elizabeth Simpson, CCOAE and Ms. Bertha King, Department of Vocational and Technical Education, U. S. Department of Education are both monitoring this project. Funds for this project have already been earmarked for FY 1974. Ms. Bertha King said that if an effort is made to coordinate CDA efforts with DVTE's Modular Program under Part B of VEA (see description of Vocational Education - Part B of the Vocational Education Act), there is a possibility that funds for CDA curriculum development might be forthcoming from this source in the future.

Program Guidance Material: The Federal Register, Volume 35, Number 143, July 24, 1970, contains guidelines for Research and Training, and curriculum development programs in vocational education. It is available from the Curriculum Center for Occupational and Adult Education, Office of Education, Department of Health, Education and Welfare, Washington, D. C. 20202. The funds under Subpart D, Part I of VEA are administered from the Federal level to state and local education agencies in response to grant proposals.

Program: New Careers

Contact: Mr. Wayne Thompson, Acting Director
Office of Training and Employment Opportunities
Department of Labor
961-3603

Ms. Paula Kartalos, Acting Chief
Public Careers Program Division
Department of Labor
961-4149

Description: New Careers provides training and upgrading opportunities to disadvantaged and near disadvantaged persons through grants to Community Action Programs (CAP) and Comprehensive Area Manpower Programs (CAMP) at state and local levels. Needs are identified at these levels and put forth in Grant Applications. No figures are available on the amount of money spent or the number of people trained in Early Childhood Education through this program. The CAP's and CAMP's programs would have to be surveyed to obtain this data.

Budget: $19.8 million for fiscal year 1973
$19.5 million projected for fiscal year 1974

Summary: Ms. Kartalos feels that it is entirely feasible that the local CAP's and CAMP's programs might have common interests with the CDA program, and she saw no immediate prohibitions to joint efforts in this regard. OCD should approach the CAP's and CAMP's programs at state and local levels on an individual basis as they have virtually complete latitude in spending these funds based on locally defined needs. Provisions for CDA's must be included in the state plans. The vocational education people in the states have the leadership effort in CAMP's, so they should be contacted at the state level. Also, because HEW and DOL must jointly approve the national CAMP's program, people at the Department of Vocational and Technical Education, HEW, and the Department of Labor should be contacted at the Federal level.

Program Guidance Material: The publication entitled "Public Service Career Program: Plan B Handbook," copy enclosed, U.S. Department of Labor, Manpower Administration, May 1971, provides Manpower Administration staff and Public Service Career Program sponsors with guidance to develop and implement projects. Additional publications dealing with New Careers will be submitted with this report to give OCD some feeling for the history and status of the program to date.

Program: Concentrated Employment Program (CEP)

Contact:

Mr. William J. Harris, Director
Office of Training and Program Administration
Manpower Administration
Department of Labor
961-3466

Mr. Harold E. Rieve, Chief
Division of Concentrated Employment Programs
Manpower Administration
Department of Labor
961-2836

Mr. Roy Tangley, Program Officer
Division of Concentrated Employment
Manpower Administration
Department of Labor
961-2921

Description: The CEP programs were initiated by the Manpower Administration in April 1967. The 1967 amendments to the Economic Opportunity Act of 1964 (EOA) incorporated the concept in Title I-B, Section 123(a)5:

> "(5) special programs which concentrate work and training resources in urban and rural areas having large concentrations or proportions of low-income, unemployed persons, and within those rural areas having substantial outmigration to urban areas, which are appropriately focused to assure that work and training opportunities are extended to the most severely disadvantaged persons who can reasonably be expected to benefit from such opportunities, and which are supported by specific commitments of cooperation from private and public employers;"

Funds under this program are distributed to Community Action Programs to provide basic education courses, on-the-job training and other trade or craft training for disadvantaged persons. Some money is spent on providing day care services to free people for this training. To Mr. Tangley's recollection, none of the funds are spent for training people in Early Childhood Education. However, there is nothing in the legislation to prohibit this.

Budget: There were 22 of the CEP's in operation originally, funded at $3 million each. The next 60 programs were funded at 1 to 1 1.2 million dollars each. Some of these programs have been phased out.

Approximately $2.8 million was spent for child care in 1972.
FY 1973 budget is $134.6 million
FY 1974 budget is $116.5 million

Summary: With Manpower Revenue Sharing in the offing, it is anticipated that these programs will be drastically reduced in number during this next year, with many of the remaining programs being taken over by the cities. If this source of support were to be pursued, it would probably have to be at the city level. Contact would be made with the local CEP sponsoring agency--the local Community Action Agency or the city itself. There is no one standard method of operation for CEP projects. Plans are developed by the sponsoring agency to meet local needs. Interest in pursuing the CDA training program should be generated at this level, once needs are ascertained for specific localities.

Program Guidance Materials: The "CEP Handbook" for administrative use, copy enclosed, is available from the U.S. Department of Labor, Manpower Administration, Washington, D.C. 20210. Selected sections are attached to this report along with a list of on-going Concentrated Employment Programs throughout the country.

Program: Title VII, Elementary and Secondary Education Act

Contact:
Mr. Robert Wheeler
Associate Commissioner for Elementary and Secondary Education
OE/HEW
963-4497

Dr. Willie Alire, Acting Director
Division of Bilingual Education (D.B.E.)
OE/HEW
963-4905

Description: There are 209 Demonstration Projects Serving 106,000 children in a bilingual education setting under Title VII of ESEA. There are approximately 2,100 teachers and teacher aides in the program. These people are all bilingual and are all required to be in a career development program of some sort. How many are in programs leading to a degree or the nature of the programs is unknown by DBE. Most of them are in a career ladder position, receiving training while teaching. The number of teachers, teachers aides and pre-elementary children involved in the program is not known but could be tabulated if a formal request were made. It is estimated that very few pre-kindergarten children are enrolled but that a significant number of kindergarten children are enrolled. The funds are administered directly from OE to the local education agencies who set up the bilingual programs.

Budget: $45 million for FY 1973
$60 million for FY 1974

Summary: There is a potential for CDA training support from this program if the candidates are bilingual. Section 704 of Title VII provides for preservice training designed to prepare persons to participate in bilingual education programs as teachers, teacher aides or other ancillary education personnel such as counselors, and in-service training and development programs designed to enable such persons to improve their qualifications while participating in such programs. Present policy dictates that training take place while the person is on-the-job in a bilingual teaching environment. Contact with Title VII administrative personnel is recommended.

Title VII, Elementary and Secondary Education Act
Page 2

Program Guidance Material:

The publication entitled "Programs Under Bilingual Education Act (Title VII, ESEA): Manual for Project Applicants and Grantees," OMB-51-R0838, copy enclosed, is available from the Division of Bilingual Education, Office of Education, Department of Health Education and Welfare, Washington, D.C. 20202. This manual details program requirements and policies and procedures for application for and implementation of a Bilingual Education Program under Title VII of the ESEA. Additional publications dealing with the Title IV program are attached to this report.

Program: Title III Elementary and Secondary Education Act

Contact:
Mr. Lee Wickline, Division Director
Title III Task Force and
Deputy for School Systems
National Center for Improvement of Educational Systems[1]
OE/HEW
962-7041

Mrs. Jean Narayanan, Coordinator
Title III Task Force, Northwest Division
National Center for Improvement of Educational Systems
OE/HEW
962-1874

Description: Title III is designed to make grants directly to local education agencies for programs and projects that show promise of making a substantial contribution to the solution of critical education problems common to a number of states. The Task Force has 23 on-going projects that are child-oriented. Some projects provide day care services for children up to 5 years of age. Data on the number of children served in this category are available on grant application forms but would have to be compiled. It is known that a significant amount is spent in providing in-home day care services.

Budget: $20 million for FY 1974

Summary: Funding for teacher and teacher aide training has been available in the past, but usually for short term programs in on-site and in-home day care settings and orientation courses. While there are no regulations under Title III that would prohibit the funding of CDA training programs, to date it has provided funding for supplementary educational activities such as program development, the leasing of facilities and equipment and counseling services. Contact with the Deputy Director for School Systems seems advisable to create interest among the Title III program personnel in supporting longer term programs such as the CDA training program. The Secretary of HEW could decide whether the CDA concept should be included under Title III.

[1]The Office of Education is presently being reorganized. The title "National Center for Improvement of Educational Systems" will be dropped in the near future. However, the same people will be responsible for administering the Title III program as before.

Title III, Elementary and Secondary Education Act
Page 2

Program Guidance Material:

The publication entitled "Division of Plans and Supplementary Centers", copy enclosed, is available from the Office of Title III Task Force, Office of Education/Department of Health, Education and Welfare, Washington, D. C. 20202. It outlines procedures for submitting grant applications and identifies the areas of education that will be considered for Title III funding. While this paper is not as informative as most of the program guidance materials from the other agencies, it is all that is currently available. Plans for a revised publication are in the works for the near future. The best guidance that can be currently obtained is by calling Mrs. Jean Narayanan at 962-1874.

Program: Preparation of Professionals in the Education of the Handicapped, PL 91230, Title 6, Part D of the Education of the Handicapped Act

Contact:

Dr. Edwin Martin
Associate Commissioner
Bureau of Education for the Handicapped
OE/HEW
963-5925

Dr. Richard Whelan, Director
Division of Training Programs
Bureau of Education for the Handicapped
OE/HEW
963-7967

Ms. Sandra Hazen, Project Officer
Division of Training Programs
Bureau of Education for the Handicapped
OE/HEW
962-5839

Description: Federal funds under PL 91230 are distributed to colleges, universities and state education agencies for training personnel. These agencies have the latitude in using these Federal funds. The funds may be spent on student training, staff, curriculum, etc. In the last 3 years, the Bureau of Education for the Handicapped has encouraged the development of early childhood education programs. However, at this point, there are no figures available on money being spent and number of personnel being trained in this regard. Very little is being spent on training specialists at the undergraduate level and this is rapidly being phased out. Most of the funds are spent for training at the Master's level or above.

Budget: FY 1974: $35 million
There may be some figures available in the fall on the amount being spent in training in early childhood education of the handicapped.

Summary: Part D, Training Personnel for the Education of the Handicapped specifically states,

"The Commissioner is authorized to make grants to institutions of higher education and other appropriate nonprofit institutions or agencies to assist them--

(1) in providing training of professional personnel to conduct training of teachers and other specialists in fields related to the education of handicapped children;

(2) in providing training for personnel engaged or preparing to engage in employment as teachers of handicapped children . . .

(3) in establishing and maintaining scholarships, with such stipends and allowances as may be determined by the Commissioner, for training personnel engaged in or preparing to engage in employment as teachers of the handicapped or as related specialists."

There is nothing in the Act that stipulates that the education provided must be at the undergraduate or graduate level. However, because of the developing policy of providing funds for training personnel at the Master's level and above in educating the handicapped, it would be necessary for OCD to contact program administrators of PL 91230 to engender interest in the CDA concept as it might apply to the handicapped environment. The Secretary of HEW would decide whether training for CDA's under this program would be in the public interest.

Program Guidance Materials:

The "Preparation of Personnel in the Education of the Handicapped," copy enclosed, is a manual for use by institutions of higher education and state education agencies in applying for administering grants under PL 91-230, Part D, available from the U. S. Department of Health, Education and Welfare, Office of Education, Washington, D. C. 20202. This manual details the procedures for applying and receiving funds and administering programs under PL 91-230.

Program: Title I, Elementary and Secondary Education Act (ESEA)

Contact: Mr. Richard L. Fairley
Director of Compensatory Education
Bureau of Elementary and Secondary Education
OE/HEW
962-6711

Mr. Paul Miller, Program Officer
Equal Educational Development Program
OE/HEW
962-1101

Description: Title I of ESEA provides for financial assistance to local education agencies serving areas with concentrations of children from low income families to expand and improve their educational programs by various means (including preschool programs) which contribute particularly to meeting the special educational needs of deprived children. Under this program, local educational agencies who meet the criteria submit grant proposals containing needs assessments. Funds are then distributed through State Education Agencies to recipient local educational agencies. The LEA's must have exhausted all other sources of funds for assistance before applying under Title I of ESEA.

Budget: $1 billion, 585 million for FY 1974

Summary: There is nothing in Section 132 (a) USES OF FUNDS OF ESEA, or in the Regulations that would preclude the use of Title I funds for support of the CDA training program. There has been a policy in the past to support only short-term orientation courses for teachers and teacher aides. The Act states that in any support for training, it must be demonstrated that the training is necessary to mounting the intended education program for which it is given. Since Title I and OCD are both funded by HEW, OCD should discuss the possibility of policy reorientation of Title I with the Secretary of HEW so that it could be changed to provide funding support for the CDA program. The decision and interpretation are concerns entirely within the control of the Secretary of HEW. Following a successful outcome, the state and local agencies would have to be contacted to generate the necessary interest for instituting the program at the local level.

Title I, Elementary and Secondary Education Act (ESEA)
Page 2

Program Guidance Material:

"ESEA Title I Program Guide #44 DCE/P&P," copy enclosed, is available from the Office of Education, Department of Health, Education and Welfare, Washington, D.C. 20202. This Guide details Application Criteria and Procedures for Local Education Agencies in applying for grants under Title I of the ESEA. Additional publications concerning the history and operation of Title I of the ESEA are attached to this report.

Program: Manpower Development and Training Program (MDTA)

Contact:
Dr. William Pierce
Deputy Commissioner for Occupational and Adult Education
Office of Education
Department of Health, Education and Welfare
962-4347

Dr. Howard Matthews, Director
Division of Manpower Development and Training
Office of Education
Department of Health, Education and Welfare
963-7132

Mrs. Martha Harris, Education Specialist
Division of Manpower Development and Training
Office of Education
Department of Health, Education and Welfare
963-7137

Description: The purpose of Section 231 of MDTA is to seek out and train persons who can qualify for jobs that fall within the spectrum of vital occupational categories for which there is a critical need. This program is jointly administered by HEW and DOL. Labor conducts market surveys through outreach and other vehicles to determine areas of need. HEW then commissions appropriate State Education Agencies to proceed with projects. Labor gives HEW letters of credit to fund both training allowances and training funds. Training programs are then set-up at the local level through Local Employment Agencies and Educational authorities. The training programs are set up according to local needs in areas such as health occupations, Early Childhood Education, clerical occupations and 600 odd other possible categories from the Dictionary of Occupational Training Codes. These positions are considered sub-professional and training usually lasts about 36 weeks. The job categories in the DOT which most closely fit the CDA concept are: child care specialist, nursery school teacher, child day care worker, nursery teacher, cottage parent.

Budget: $249.3 million for FY 1973
$250 million for FY 1974

Summary: It is felt at DMDT that funds within this program can be made available for training CDA's. The area for resolution, however, is that in order for DOL to certify expenditures for training, the State Employment Service for a particular labor market area must guarantee "a reasonable expectation of employment" in the occupation that the individuals are being trained for. There is nothing sacrosanct about the 36 week training period presently in use. The recommended approach is for OCD to

negotiate a policy agreement at the national and regional levels with counterpart personnel of the Department of Labor. Then it will be necessary to contact state employment agencies and determine needs for specific areas, and follow through at the local level. The training costs and training allowances for each of these slots are funded at approximately $3,000 each.

Program Guidance Material:

Guidance to the states in this instance is provided in the "Regulations Applicable to Training Programs under Manpower Development and Training Act of 1962, as amended," copy enclosed, published in the Federal Register, January 28, 1969, Volume No. 34, pages 1313-1319, No. 18. Copies of these regulations are available from the Division of Manpower Development and Training, Office of Education, Department of Health, Education and Welfare, Washington, D.C. 20202. In the past, a special guidance document was provided but due to the now decentralized nature of the program the regulations serve as program guidance to the states.

Program: Follow Through Program: Title II of the Economic Opportunity Act

Contact:

Dr. John Ottina, Commissioner for School Systems
Office of Education, HEW
963-6212

Mr. Duane Mattheis, Deputy Commissioner for School Systems
Office of Education, HEW
963-5376

Mr. Robert Wheeler, Associate Commissioner
for Elementary and Secondary Education
Bureau of Elementary and Secondary Education
Office of Education, HEW
963-4497

Ms. Rosemary C. Wilson, Director
Follow Through Program
Office of Education, HEW
963-7731

Description: The Follow Through Program was established to stimulate a better focusing of all available local, state, private, and Federal resources upon the goal of enabling children of low-income families and low income parents to attain the skills and motivations that will make them self-sufficient. The program focuses primarily on children in kindergarten or elementary school who were previously enrolled in Head Start or similar programs and is designed to provide comprehensive services and parent participation activities. One of the requirements for local sponsors of Follow Through Programs is to provide for Staff Development. These programs must present specific plans for pre- and in-service training of professional and paraprofessional staff, as well as career advancement opportunities for paraprofessional staff. Commensurate with this requirement, local Follow Through sponsors have supplementary training programs operating in 32 colleges and 26 additional training institutions leading to Associate Degrees and Bachelor Degrees in liberal arts education. One of the specialities is early childhood education. The parent program also provides direct grants to 25 Boards of Education at local community levels that provide the same type of programs. In all instances, these schools provide degree-oriented courses that allow for upward mobility should an individual wish to continue his education at a later time. A third type of program offered at the college level is the Follow Through In-Services Training Workshops, held during the summer months. Follow Through is scheduled for termination after 1975. Thus there will be no more first year trainees

admitted to the two-year A.A. degree programs after September 1973, and no first year trainees have been admitted to the B.A. programs for the last two years.

Budget: $57.7 million for FY 1973
$41 million for FY 1974

Summary: Because of the possible terminal nature of Follow Through, timely action by OCD will be necessary if it is to benefit from the Program. Contact with the Program Administrators should be made as well as with local program sponsors (colleges, universities and Boards of Education) to engender interest in the CDA training program. CDA training program objectives, procedures, services and evaluation plans have already been developed and these are all components that must be addressed under the heading of Staff Development when making application for Follow Through Program funds. This fact alone might make the CDA program attractive to junior colleges and Boards of Education for the coming year. It would probably be necessary for OCD to provide technical assistance to local sponsors in addressing the Staff Development Section of the Follow Through Application Forms. There is nothing in Title II of the EOE which would prohibit local sponsors from adopting the CDA concept. The sponsors have great latitude in structuring their respective programs to meet local needs.

Program Guidance Material: The publication entitled "A Guide to Follow Through, 1973," copy enclosed, is available from the Office of the Director, Follow Through Program, Bureau of Elementary and Secondary Education, Office of Education, Department of Health, Education and Welfare, Washington, D. C. 20202. This guide presents a history and description of the Follow Through Program to date. It also identifies current projects and sponsors and presents the results of an overall evaulation of the Follow Through Program. The Follow Through Program Manual is also available from the same source. Pages 22 through 24 pertain to staff development. Program guidance material more specific to Follow Through Staff Development is not currently available but additional information can be obtained by contacting Ms. Rosemary Wilson, Director, Follow Through at 963-7731.

Program: Education Professions Development Act

Contact: Dr. Thomas Carter and Dr. John Lindia
Acting Associate Directors
National Center for Improvement of
Educational Systems
Office of Education
Department of Health, Education and Welfare
962-1292

Description: The program under this Act to attract teachers and teacher aides has been terminated, as no money was requested by the administration to fund Part B this year. However, NCIES has received funds under Part C of the EPDA to provide discretionary grants to local education agencies in the form of fellowships to train personnel in decision-making and management techniques as they apply to vocational education, the education of exceptional children, early childhood education and other areas of education. This program is new and grant applications are just starting to come in. No evaluations or reviews have been made, thus, no awards have been made to date.

Budget: The grants will total $5.9 million for FY 1974

Summary: Title V, Part C of the EPDA, specifically states that these fellowships are to be awarded for graduate study at institutions of higher education. If this policy is adhered to, it prohibits support for the CDA training programs. It seems advisable for OCD to establish contact with NCEIS after their first programs have been initiated and the guidelines for administering them have been more clearly defined. There is also a possibility of reactivating Part B in September or October as the House of Representatives has put 18 million dollars back in under Part B, but it must be passed by the Senate. It is suggested that OCD contact Dr. Carter or Dr. Lindia late in September to follow-up on this possibility.

Program Guidance Material: No new program guidance materials are available at this time.

Program: Vocational Education - Part B of the Vocational Education Act (VEA)

Contact:

Mr. Michael Russo, Director
Bureau of Vocational and Technical Education (DVTE)
Office of Education
Department of Health, Education and Welfare
963-3213

Dr. William Pierce, Deputy Director
Bureau of Vocational and Technical Education
Office of Education
Department of Health, Education and Welfare
962-4347

Dr. Robert Worthington, Associate Commissioner
Center for Adult Vocational and Technical Manpower Education (CAVTME)
Office of Education
Department of Health, Education and Welfare
962-4981

Ms. Bertha G. King
Educational Program Specialist
DVTE/CAVTME
Bureau of Occupational and Adult Education
OE/HEW
963-7795

Description: Part B of the VEA provides funds to the states to assist them in conducting vocational education programs for persons of all ages. These funds are awarded to the states based on needs expressed in their Annual State Plans. In the past and present, funds have been earmarked by the states for training in Early Childhood Education. Foremost among training programs in this area at present are the Curriculum Modules for Child Care/Development Occupations. This program presents a continum of curriculum in module form for use in training persons entering employment or already employed in occupations related to child care and to child growth and development. These modules are competency-based and designed for non-sequential use if desirable. The program has been developed under the auspices of the Division of Vocational and Technical Education and there are no demonstration training programs on-going, representing a sizeable portion of the Part B funds that are being spent on training in Early Childhood Education.

Budget:

Approximately $200 million for FY 1974 for all vocational education programs under Part B. These have not yet been fully committed.

Vocational Education - Part B of the Vocational Education Act (VEA)
Page 2

Summary: There is no question that Part B funds could be used for CDA training funds under the provisions of the VEA. The problem is to obtain the use of these funds at the state and local level with availability for such use reflected in Annual State vocational education plans. A recommended approach to pursuing this end is to coordinate OCD/CDA efforts with those of the DVTE's Modular Curriculum program in Early Childhood Education. The advantage to be gained from this approach is immediate contact with Department of Education people at the state level who are responsible for drafting annual state plans. A joint letter of transmittal could be sent to State Education Departments outlining the CDA training program and the Modular Curriculum program and allowing the states to elect participation in the CDA program. The CDA program should be sold for inclusion in the state plan at the state and local level as well. Much could be gained from some form of cooperative effort, both departments within HEW (OCD and DVTE) would be dealing with essentially for same people in the pursuit of their respective programs in a mutually supportive manner. It should be recognized that some people in DVTE believe the Consortium's effort to sell the states on the CDA program is not being effective in the states and conflicts with DVTE's early childhood development staffing programs.

Program Guidance Material: This material had not arrived at the time this report was submitted. It will be subsequently forwarded. However, a copy of the "Work Statement for Curriculum Modules for Child Care/Development Occupations" is enclosed with this report. This document outlines the modular training program in Early Childhood Education which is already being funded by Part B of the Vocational Education Act and administered by DVTE/CAVTME, Bureau of Occupational and Adult Education, OE/HEW.

Program: Manpower Development and Training - Section 204 (On the Job Training) of the Manpower Development and Training Act (MDTA)

Contact: Mr. Robert McCannon, Director
Office of National Projects
Manpower Administration
U. S. Department of Labor
961-3717

Mr. Robert Miller, Project Officer
Office of National Projects
Manpower Administration
U. S. Department of Labor
961-2986

Description: Section 204 of MDTA funds public and private employers who provide on-the-job training in appropriate skills. These skills are usually related to industry and the training is in trades and crafts, usually lasting about 9 months. In the past, policy has dictated that skills are selected that require no examination at the end of the training that is a pre-requisite to the person practicing the skill he has learned. However, nothing in the Act specifies that this is mandatory. Section 204 funds are administered under 3 programs:

1. Job Opportunities in the Business Sector (JOBS) contracts are negotiated with private industry through DOL Regional Offices and the National Alliance of Businessmen;

2. JOBS optional: Contracts are negotiated through State Employment Services with local industry;

3. National Projects: Contracts are negotiated through the Office of National Projects, DOL, with national trade groups.

In the past, a few contracts have involved a combination of on-the-job training and classroom training at a local private junior college or university. This involves coordination between the Manpower Development and Training Program at HEW and the Office of National Projects, DOL. These situations are termed Coupled Projects.

Budget: $90 million for FY 1974 for JOBS
$48 million for FY 1974 for JOBS Optional
$30 million for FY 1974 for National Projects

Manpower Development and Training - Section 204
Page 2

Summary: Although Section 204 of MDTA has not funded any Early Childhood Education programs in the past, there is nothing in the Act that prohibits ECE program participation. The standard contract with a sponsor calls for a program to last no longer that 15 months, but this merely reflects present administrative policy. In the last few years, very little of the appropriation for National Projects has been spent, so it would seem to be an avenue with a very high potential through which OCD could solicit CDA program assistance. The other appropriations are also potentials for CDA use. Since negotiations must take place between DOL and a national trade or professional organization under this program, the possibility of the Consortium taking on this role should be explored with DOL. OCD should be involved in these negotiations.

Program Guidance Material: The publication entitled "Jobs Entry Program", U.S. Department of Labor, Revised November, 1972, copy enclosed, is available from the U.S. Department of Labor, Office of National Projects, Manpower Administration, Washington, D.C., 20210. This publication sets forth instructions for proposal development and contract negotiations for employers seeking to participate in the Training Program. It further provides instructions regarding the operation of a training program and method of reimbursing contractors for their participation.

Program: Appalachian Regional Commission Child Development Program

Contact: Mr. Harry Teter, Jr., Executive Director
967-4985

Mr. William Blumer, Director of Program Implementation
967-4661

Ms. Jean Berman, Child Development Specialist
967-4661

Description: The ARC distributes funds to states for the planning and operation of comprehensive child development service projects in the Appalachian counties of 13 states. Some of these states are: Alabama, Georgia, Kentucky, Maryland, Mississippi, New York, North Carolina, South Carolina, Virginia, and West Virginia. ARC and state child development staff provide technical assistance to local applicants in preparing grant applications which must be related to approved state-wide plans for child development. Funds are provided for a range of services to children 0-6 years of age, among them day care and staff training. Available figures show 125,000 children have received services up to June, 1973. There are no composite figures on the number of day care center staff trained.

Funding: ARC dollars may be matched with other Federal funds for service. $14.2 million in grants was awarded in FY 1973. The level of match with Title IV-A and Title XIX has not been calculated. Some portion of $8.9 million will be available for new projects or project components in FY 1974.

Summary: There is a possibility of the CDA program's receiving assistance from the ARC. Staff training plans must be on integral part of service programs. ARC policy dictates that colleges, universities and vocational technical schools within the Region be utilized as training bases. The approach by OCD should be through planning and administrative staff at the state level to local grantees and programs.

Program Guidance Material: The publication entitled "The Appalachian Experiment, 1965-70," copy enclosed, is available from the Appalachian Regional Commission, 1666 Connecticut Avenue, N.W., Washington, D.C. 20009. This publication describes the program and its operations, its planning and development strategy and identifies all programs presently in operation. An update of this publication is anticipated in late fall 1973.

Program: Migrant and Seasonal Farm Workers (Formerly OEO, now DOL)

Contact:

Mr. R. J. McCannon
National Projects Administration
Manpower Administration
U. S. Department of Labor
961-3717

Mr. Dan Cox, Program Officer
Migrant and Seasonal Farm Workers
Assistance Programs
Office of Economic Opportunity
254-5526

Description: This program was designed to provide assistance to migrant and seasonal farm workers in developing skills necessary to up-grade their general living conditions. OEO has organized 70 non-profit farm organizations comprising migrant farm workers, sought out leaders, instructed them in writing proposals and awarded them grants. A small amount of their budget has gone to Community Action Programs in the past.

Budget: The budget for the current fiscal year 1973 is $70 million. One million dollars of it is spent in day care, most of which goes to provide day care services for working mothers. An insignificant amount is spent in bringing people on campuses for day care training. There is no formal program set up for this training. It is usually just a course or two.

Summary: This program has recently been transferred from OEO to the National Projects Administration, Manpower Administration, U. S. Department of Labor. Things are still in a state of reorganization and the program will probably not be stabalized until late December or later. In the past, the general orientation of the program has been to provide day care services rather than training in ECE, but it may be beneficial for OCD to follow its transfer to Labor and attempt to influence changes in policy to permit funding of CDA programs while the program is still in flux.

Program Guidance Material: No new program guidance material is available at this time.

Program: Maternal and Child Health Training (Section 511, Title V of the Social Security Act)

Contact: Dr. Paul Batalden, Director
Bureau for Community Health Services (BCHS)
Health Services and Mental Health Administration (HSMHA)
U. S. Department of Health, Education and Welfare
443-2320

Mrs. Grace Angle, Assistant Director
Maternal and Child Care Health Services (MCCHS)
HSMH/HEW
443-2274

Description: MCCHS provides funds for specialized training in Pediatrics, Orthopedic Pediatrics and Cardiology for physicians after graduation. This program also provides for some training in Midwifery for graduate nurses and some training and staffing of nutritionists. Most of the funds are distributed to university-affiliated mental retardation centers.

Budget:

$22 million for FY 1974

Summary: It has been the policy of the MCCHS program to provide training funds only for those persons who have matriculated beyond the B.A. level. There is nothing in Title V of the Social Security Act stipulating that this is mandatory. Attention is called to Section 511 of Title V which reads, "The Secretary is authorized to make grants to public or non-profit private institutions of higher learning for training personnel for health care and related services for mothers and children, particularly mentally retarded children and children with multiple handicaps. In making such grants, the Secretary shall give special attention to programs providing training at the undergraduate level." However, because of the orientation toward training at the graduate level, very little attention has been given to undergraduate training. In the past, this has amounted to training a few pediatric assistants and nurses' aides. If OCD were to contact administrative personnel at BCHS to engender interest in the CDA program, the question would arise as to whether or not CDA training would legitimately come within the definition of health care and other related services. Interest in the program and authority for its support could be determined early in the negotiations. Policy determination by the Secretary would make this a good potential.

Program Guidance Material: The Publication entitled "Maternal & Child Health Service Program" (copy enclosed), is available from the Maternal and Child Care Health Services, HSMH/HEW. This publication identifies the administrating agencies and legislative base for Title V of the Social Security Act, and describes application and administrative procedures for the program.

C. Program Guidance Materials

The Handicapped Children's Early Education Program (HCEEP)

Bureau of Education for the Handicapped, U.S. Office of Education. Program Administrative Manual, Handicapped Children's Early Education Program. November 1972. Washington, D.C.

Program Development Branch, Division of Educational Services of the Bureau of Education for the Handicapped, U.S. Office of Education. Program Description, Handicapped Children's Early Education Program, "Programs for the Handicapped". October 24, 1971. Washington, D.C.

Bureau of Education for the Handicapped, U.S. Office of Education. List of Project Directors and Location for the Handicapped Children's Early Education Program.

WIN Program, Title 4-C of the Social Security Act

U.S. Department of Labor, Manpower Administration, WIN Program pamphlets.

Department of Labor, Office of the Secretary. "Work Incentive Program for AFDC Recipients", Federal Register. Part III, Volume 37, Number 119, June 20, 1972. Washington, D.C.: Government Printing Office, 1972.

Department of Health Education, and Welfare, Social and Rehabilitation Service. "Work Incentive Programs for AFDC Recipients, Federal Register. Part II, Volume 37, Number 119, June 20, 1972. Washington, D.C.: Government Printing Office, 1972.

Title 4-B of the Social Security Act

Community Services Administration, Social and Reahbilitation Service, U.S. Department of Health, Education and Welfare. Guides on Federal Regulations Governing Service Programs for Families and Children: Title IV, Parts A and B, Social Security Act. DHEW Publication No. (SRS) 72-23001, April, 1969, Reprinted 1971.

Social and Rehabilitation Service, Department of Health, Education, and Welfare. "Current Service Programs for Families and Children," Federal Register, Part II, Volume 34, Number 18, 1969. Washington, D.C.: Government Printing Office, 1969.

Vocational Education - Curriculum Development, Part I of the Vocational Education Act (VEA)

Office of Education, Department of Health, Education, and Welfare. "Research and Training, Exemplary, and Curriculum Development Programs in Vocational Education," Federal Register, Volume 35, Number 143, July 24, 1970. Washington, D.C.: Government Printing Office, 1970.

New Careers

Manpower Administration, U.S. Department of Labor, Public Service Careers Program Plan "B" Handbook. Washington, D.C.: Government Printing Office, May, 1971.

National Rehabilitation Association, New Careers in Rehabilitation Project Manuals:

A Guide for the Development, Establishment and Maintenance of Paraprofessional Manpower Programs, 1972.

Serving More Disabled People Better through New Careers in Rehabilitation. Undated.

Training and Supervision of New Careerists in Rehabilitation. Undated.

Wilson, Michael. Job Development in the Public Service. Washington, D.C.: Social Development Corporation, 1971.

McClure, Joseph H. Merit Systems and New Careers. Washington, D.C.: Social Development Corporation, 1971.

Resource Management Corporation. Evaluation of the PSC (Public Service Careers) Program, 1971. Washington, D.C., March, 1972.

Pamphlets on New Careers, Manpower Administration, U.S. Department of Labor.

Public Careers Program Division, United States Training and Employment Service, Manpower Administration. National Assessment of the New Careers Program. July 1967-October 1969. Washington, D.C.: Manpower Administration, April 6, 1970; Supplement prepared by the University Research Corporation, July 31, 1970.

Concentrated Employment Program (CEP)

Manpower Administration, U.S. Department of Labor. Concentrated Employment Handbook. Washington, D.C., undated.

Pamphlets on the Concentrated Employment Program.

Manpower Administration, U.S. Department of Labor. Roster of Concentrated Employment Program by States and Territories.

Title VII - Elementary and Secondary Education Act

Bureau of Elementary and Secondary Education, Office of Education, Department of Health, Education, and Welfare. Programs Under Bilingual Education Act (Title VII, ESEA), Manual for Project Applicants and Grantees, April 20, 1971.

Dissemination Center for Bilingual Bicultural Education. Guide to Title VII ESEA Bilingual Bicultural Projects, 1972-73.

Grants for Bilingual Education Programs, Title VII, ESEA 1965, as amended.

Title III - Elementary and Secondary Education Act

Special Projects Branch, Division of Plans and Supplementary Centers. Program Description of Grants under the ESEA Act Title III, Section 306. (Draft).

Preparation of Professionals in the Education of the Handicapped, PL 91230, Part D of the Education of the Handicapped Act

Division of Training Programs, Bureau of Education for the Handicapped, U.S. Office of Education. Preparation of Personnel in the Education of the Handicapped: A Manual for Use by Institutions of Higher Education and State Educational Agencies in Applying for and Administering Grants under PL 91-230, Part D, November 1972.

Title I - Elementary and Secondary Education Act

Office of the U.S. Commissioner of Education, Office of Education, U.S. Department of Health, Education and Welfare. Memorandum on the Revised Criteria for the Approval of Title I, ESEA, Applications from Local Educational Agencies, Program Guide #44, March 18, 1968.

Division of Compensatory Education, Office of Education, U.S. Department of Health, Education and Welfare. Regulations, Title I of the Elementary and Secondary Education Act of 1965, Public Law 89-10. Washington, D.C.: U.S. Government Printing Office, 1972.

Ibid, Compilation of Legislation on Title I, Financial Assistance to Local Educational Agencies for the Education of Children of Low-Income Families Reflecting the 1966, 1967 and 1970 Amendments of the Elementary and Secondary Education Act of 1965. Washington, D.C.: U.S. Government Printing Office, July 1971.

Ibid, History of Title I ESEA, DHEW Publication No. (OE) 73-07102. Washington, D.C.: U.S. Government Printing Office, 1972.

Ibid, Questions and Answers, Programs for Educationally Deprived Children Under ESEA Title I, 1971. DHEW Publication No. (OE) 72-140. Washington, D.C.: U.S. Government Printing Office, 1972.

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Division of Manpower Development and Training, Bureau of Adult, Vocational, and Library Programs, Office of Education, Department of Health, Education and Welfare. Regulations Applicable to Training Programs Under the Manpower Development and Training Act of 1962 as Amended. Washington, D.C., As Published in the Federal Register, January 28, 1969.

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Vocational Education, Part B of the Vocational Education Act

Development Branch, Division of Vocational and Technical Education, Bureau of Adult, Vocational and Library Programs, U.S. Office of Education. Programs for Career Opportunities in Child Development, October, 1969.

Ibid, Work Statement for Curriculum Modules for Child Care/ Development Occupations.

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National Alliance of Businessmen. Jobs Entry Program. Revised 1972. Developed for the Manpower Administration, U.S. Department of Labor, Washington, D.C., 1972.

Appalachian Regional Commission, Child Development Program

Appalachian Regional Commission. Appalachian Experiment 1965-1970. Washington, D.C. 1971.

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NATIONAL PLANNING ASSOCIATION

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September 1973

CHILD DEVELOPMENT ASSOCIATE TRAINING PROGRAM

A METHODOLOGY FOR COST-EFFECTIVENESS ANALYSIS OF THE CHILD DEVELOPMENT ASSOCIATE PROGRAM

Submitted as partial fulfillment of the contract to provide planning and technical assistance to the CDA program.

Prepared by:

Arnold Kotz, Project Director
Ernst Stromsdorfer, Ph.D., Consultant

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A. Introduction

The purpose of this chapter is to establish a framework for the evaluation of the cost-effectiveness of the Child Development Associate program. It is first essential to understand the differences between cost/benefit analyses and cost/effectiveness analyses.

Cost/Benefit analysis is a methodology for assessing the desirability of projects in the public sector thru the use of economic efficiency criteria that sets forth information that needs to be taken into account in making certain economic choices. It differs from economic analysis in the private sector in that the cost/benefit calculus employed by public agencies must take into account the divergence between the private and social costs and benefits. The private entrepreneur usually can ignore the social costs and benefits. However, recent public concern with the deterioration of the quality of the environment is forcing some widening even of private cost/benefit calculations to consider side effects, such as the pollution of the environment by automobile exhausts, for example.

Since benefit/cost analysis is an economic analysis on both sides of the computations, the benefits as well as the costs must be translatable into monetary terms. Such studies are difficult to conduct, and generate their own resource cost in experimental design, in data collection and in analyses. They are most usefully concerned with final outputs and total benefits to society. This would require measurement of the portion of the future earning streams of children that could be attributed to their having participated in child development programs at ages 3 through 5 under a CDA program, as compared to a control group of children with teachers otherwise selected and prepared. Even if the

assessment could be performed, HEW would have to wait 20 to 30 years before the earning stream materialized and could be studied and the portion attributable to CDA early childhood training attributed. Further, the technology is not that well developed. It is simply not feasible with the current state of the art to measure the precise contribution that early childhood training would make to the earning stream over the period of adult working life. Therefore, NPA rejects this form of evaluation of the CDA program as serving no useful purpose.

Many programs are undertaken by society as a public good because they can be justified on an equity or social basis. Their goals or outputs may not be directly measurable in dollar terms. An example may be reducing the educational or social disadvantage of children of minority or lower income families upon entering first grade by preparing them better through preschool programs. The input costs of resources used in conduct of the program may be measured in monetary terms. Some way then must be found to measure the outputs in a non-monetary form, such as achievements in recognizing and using letters or numbers, in interpreting a story, in reduction of alienation, in motivation, in health, or other output terms.

Although resource costs are measured in monetary terms, the final outputs must be specified in other terms and progress toward their achievement must be measurable. The final outputs must be directly relevant to the objectives or goals that have been established for the program. Such an approach is called a cost/effectiveness analysis, and is the methodology we propose should be applied to the CDA program for reasons further elaborated upon below.

The expenditure of social resources in the establishment of the Child Development Associate program (CDA) represents an investment in human capital. As such, this educational investment activity is amenable to evaluation in terms of its efficiency or effectiveness in achieving the stated goals of the program. Once having posited this general principle, however, we are beset with a number of methodological problems. First, some of these problems result from the inadequacy of appropriate methodological technique. Second, there are the problems of data and measurement. Third, there is the problem of specifying the level at which the analysis is to be performed and the type of output which is to be measured. This third point has two aspects which arise from the fact that the provision of child care, the ultimate raison d'etre for training the Child Development Associate (CDA) results in multiple outputs. The process of creating these outputs of child care occurs over time and involves considerable social and private investment in human capital, first in the training of the CDA to develop his or her desired behavioral and intellectual capacities and second, in the combination of these CDA capacities with other educational inputs to achieve desired behavioral changes in preschool children. It is the purpose of this chapter to elucidate these issues so that an appropriate framework for the cost-effectiveness evaluation of the CDA program can be implemented if so desired.

B. Issues to be Treated

There has been a reassessment among educators of the importance of "the first four years of a child's life in the determination of the (a)

child's ultimate level of intellectual functioning."[1/] It is this renewed understanding of the critical importance of early childhood years to one's ultimate development which is seen as the justification for expending additional social resources on training people who can heighten children's capacities to learn during the early years of life. We see immediately, however, that if we intend to evaluate the CDA program, a two-stage analysis confronts us. First, we must consider the nature of the behavioral changes we would like to impart to young children. These behavioral changes will be multiple in number and no one index or measure can encompass them all. These behavioral changes will constitute our final or ultimate outputs of any early childhood program.

In order to create these desired multiple changes in behavior, we must apply educational resources to the child to bring about the changes we desire. Among the several educational resources or inputs needed is the CDA. But to create the CDA we must determine what behavioral and intellectual characteristics he or she must have which will result in the desired changes in the preschool child's behavior. We have an interacting and simultaneous decision process to contend with which requires a specification also of a multiple set of desired behavioral characteristics which are the final outputs of the educational process of training the CDA, but which are intermediate educational outputs or, more appropriately, educational inputs into the preschool program itself.

Any evaluation of the CDA program must ultimately involve the measurement of the effect of the intellectual and behavioral characteristics

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1/ [11], p. 4 ff.

acquired by the CDA in his or her training program on the desired final effects on the preschool child's behavior. However, it is also possible to evaluate the CDA program at the intermediate stage of the production of this educational process.[1/] Richard L. Turner[2/] goes several steps further to conceptualize the evaluation process into six criterion levels. But, as he recognizes, his levels 1 and 2 correspond to an effort to evaluate the final outputs of a program (in this case, a teacher education program, though the analysis is completely general) while his steps 3 through 6 represent evaluations of intermediate outputs. Thus, his scheme is essentially an expansion of the methodology we recommend here. The first two criteria of Turner concern the measurement of the impact of teacher behavior and abilities (educational inputs) on the desired changes in student behavior (educational outputs). Criteria 3 through 6 involve progressively less precise and less sophisticated measures of desired performance characteristics of teachers which, it is postulated, will help create the desired changes in student behavior. However, while Turner's first two levels of evaluation can conceptually result in a demonstration of the precise relation between teacher educational inputs and student educational outputs, the latter four criterion levels can make no clearcut connections, as he recognizes.

1/ We are using the term "educational process" in a very broad sense here to denote changes in both the cognitive and affective domains of behavior. We realize that this is a gross oversimplification. Clearly, some aspects of CDA training may be designed to operate more on the cognitive domain while other aspects of the training may be designed to bring about changes in the affective domain of behavior. It is possible to visualize complementarities between two or more types of CDA behavioral characteristics.

2/ [16] Appendix A, pp. 34-37.

Nevertheless, whether one adopts the two-stage level of analysis which we recommend here or whether one desires (or finds it necessary) to use one of the less complex and complete levels of analysis (criteria 3 through 6 of Turner), the following basic methodological steps must be followed in the analysis or evaluation.

1) Concise specification of the objectives of the program.

2) Development of output measures which reflect the program's stated objectives.

3) Development of indices to measure the degree to which the program outputs have been realized.

4) Specification of the way in which the program inputs are related to the indices of program output.

5) Estimation of program effects.

6) Measurement of program costs as these costs relate to specific program outputs.

7) Comparison of program outputs to program costs, both in average terms and incremental terms.

In the discussion of these seven elements of evaluation which is to follow, we will occasionally relate our treatment to the estimation or cost-effectiveness evaluation of final outputs--the desired educational effects on the preschool child and the estimation of the effects of the CDA program on intermediate outputs--the desired effects on the educational capacities of the CDA.

C. Specification of the Objectives

Any program of investment in human capital usually has multiple goals. It is the fact of multiple goals, with the attendant failure of social science methodology to reduce these to a common index of output which makes evaluation of human investment programs so difficult.

Usually, the goals of an educational investment program can be broadly categorized into four broad typologies. These are:

1) Economic efficiency -- the improvement of a person's earnings or employment capacity. For the CDA, his or her earnings may rise directly as a result of acquisition of marketable educational skills. For the preschool child, changes in his intellectual level or affective behavior may ultimately be translated into increased lifetime earnings.

2) Equity -- the improvement of economic and social justice. For the CDA indigenous community members may receive publicly subsidized training as CDA's which will enable them to increase their relative total income as well as personal well being vis-a-vis the more affluent members of the society. Disadvantaged children may receive absolutely and proportionately greater educational inputs or expenditures which may ultimately increase their relative lifetime earnings and personal well-being.

3) Direct consumption -- the immediate direct pleasure or utility one gains by the educational process itself. For the CDA who makes a free choice of occupation, the act of undergoing training itself is intrinsically rewarding. In turn, a properly trained CDA can make learning a positive immediate pleasure to a child.

4) Socialization -- the inculcation of socially desirable behavior patterns of conduct. For the CDA, he or she may have had little or rather, a poor personal adjustment to life prior to acquiring his or her new role and purpose in life. This CDA training can result in a direct improvement in psychological and social adjustment. The day care program, of course, has socialization of the preschool child as one of its major objectives.

Thus, if we focus on our ultimate evaluation level, we can expect a CDA to impart knowledge to a child which will increase his store of skills (human capital) and improve his earnings prospects as an adult -- efficiency. We also expect the CDA to teach the child in such a way that the child gains immediate pleasure from the activity -- direct consumption. We also intend the CDA to change the child's behavior in certain socially desireable ways -- socialization. Finally, we expect the CDA to devote his skills

in such a way that the long term disabilities of some children are reduced relative to other children. More educational resources will be devoted to the more disadvantaged. There will be an increase in equity. Due to tapping hitherto untouched intellectual capacities in deprived children, this equity achievement can even lead to an increase in efficiency.

The goals of the CDA program as stated in The CDA Program: The Child Development Associate, A Guide for Training do not seem to be fully aware of the complexity involved in first training the CDA and then achieving the desired behaviors in the children clientele. Often the stated objectives inextricably mix these steps. Consider the following example.

> "B. Advancing Physical and Intellectual Competence
>
> 3. Increase knowledge of things in their world by stimulating observation and providing for manipulative constructive activities."[1/]

The objective of advancing physical and intellectual competence can be seen as an economic efficiency objective. An increase in a child's intellectual competence should increase his human capital component and ultimately raise his long term earnings prospects if the appropriate carry through is maintained during his succeeding school years. There is the problem of:

1/ The CDA Program: The Child Development Associate -- A Guide for Training, Office of Child Development, Department of Health, Education and Welfare, Washington, D.C., DHEW Publication No. (OCD) 73-1065, April, 1973, p. 12 ff. See Appendix E of this report for the complete statement of CDA Competency Areas.

1) Identifying the degree to which intellectual capabilities, knowledge or physical capabilities are translated into earnings or a general increase in well being. One must identify statistically the component of a person's income or general welfare which is due to these increased competencies.

2) Identifying the link over time between the competencies and the ultimate effects one desires to achieve is very hard, indeed, and has not yet been successfully done. These competencies are measured at one point in time, say at age three or four, but their impacts are not ultimately felt until a person enters formal schooling and eventually joins the labor force. Longitudinal studies are needed to achieve this. Their success in identifying long term impacts to date has been limited. In fact, analyses of the Head Start program suggest that the impacts may be short term.[1/]

Next, to develop our point further, item B.3. above encompases two other aspects. First, we must train the CDA in the most educationally effectively way to increase a child's knowledge as stated in the subgoal. Secondly, we must measure that increase in the child's knowledge, etc. In such a pilot program as the CDA program these two processes must be carried out in two stages.

First, training inputs are applied to the prospective CDA to create his desired capabilities and behaviors. These capabilities and behaviors

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1/ See [2], [3], [4], [8], [9], [21], for examples of the controversy in the evaluative literature.

are intermediate outputs of the CDA program. They serve as educational inputs to the production of the desired changes in behavior of children. These desired changes in behavior of the children have intrinsic value in themselves, but as suggested above, they, too, are in part intermediate outputs to the production of final outputs such as the child's increased earning capacity as an adult.

Thus, it is intrinsically worthwhile that a child be healthier, more alert, or more intelligent. This is a final program effect or output. But, in addition, this increased health, alertness and intelligence is an intermediate output, too, and serves as an input to the creation of longer term benefits to the child and ultimately to society at large. At the present state of the art, it is not possible to combine these intrinsic consumption benefits and discounted future earnings benefits into a single measure. To repeat, any evaluation of the CDA program must, perforce, proceed in two steps.

1) Identify the most educationally effective CDA training program.

2) Identify the net impact of this program among all other factors affecting a child's development.

This repetition of these two points is necessary since we are forced to point out that, as the various CDA pilot training programs have been set up, this two-stage evaulation is difficult. With respect to the specification of objectives, the following broad objectives have been stated in the form of "Basic Competency Areas" of the CDA.

"A. Setting up and Maintaining a Safe and Healthy Learning Environment".

"B. Advancing Physical and Intellectual Competencies".

"C. Building Positive Self Concept and Individual Strength".

"D. Organizing and Sustaining the Positive Functioning of Children and Adults in a Group in a Learning Environment".

"E. Bringing About Optimal Coordination of Home and Child-rearing Practices and Expectations".

"F. Carrying out Supplementary Responsibilities Related to the Children's Programs".[1/]

The following observations are in order. First, not all these competencies represent final output effects desired for the children clients. "B", "C", and "D" do so. However, "A", "E", and "F" represent CDA tasks which are designed to lead to some ultimate effect. Thus, the broad objectives of the CDA program still are not completely specified since activities have been confused with output objectives. However, under "A", "3" incorporates a desired effect on children -- "Organize the classroom so that it is possible for the children to be appropriately responsible for care of belongings and materials -- a socialization objective.[2/]

Yet Item "6" under "A" is clearly a function and not a program objective -- "Keep light, air and heat conditions at best possible levels." Of course, one could evaluate the CDA's ability to perform this task once the "best possible levels" were specified. Once we established the relative abilities of CDA's to maintain these "best" conditions, we would still be interested in the impact of these "best" conditions on the subsets of the broad goals of B, C, and D. Does one seriously believe, however, that it will make any difference if the temperature in a room is

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1/ Ibid, p. 11 ff.

2/ Italics are authors.

68° or 72°? If the heating plant failed in winter, and the temperature in the room fell to subfreezing and could not be adjusted to a "comfort zone", the CDA would have to make some adjustment such as moving to another room or building. We rule out the existence of temperature extremes as not being reasonable or rational behavior of a CDA.

Objective B is clearly the most easily measurable program objective and item "5" under it represents a sub-output for which relatively precise objective measures can be made. Tests exist or can be devised to show the success of the CDA in working ..."toward recognition of the symbols for designating words and numbers."[1/] Different strategies for training CDA's can easily be evaluated against this index.

In contrast, many of the measures of output under the broad competencies which represent the program objectives presently have no clearly objective way to be measured and hence it is difficult to evaluate the success of the CDA program in their regard. Item 3 is a case in point. It states

> "Demonstrate acceptance to the child by including his home language functionally in the group setting and helping him to use it as a bridge to another language for the sake of communication."[2/]

How does one measure whether, as a result of this action, a child feels accepted? And, to what degree does one child feel accepted as a result of such action vis-a-vis another child in the same educational environment? Tests can be devised, of course, but it may be difficult to gain widespread agreement on their interpretation.

This entire discussion above points up a basic problem of all such evaluative tests -- whether they intend to measure cognitive or affective changes. First, the tests are single indices of a highly complex behavior set. Second, it is not clear how one establishes the link

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1/ Ibid., p. 12

2/ Ibid., p. 13.

between a given test score and what they are intended to represent in terms of cognitive or psychological development. Does the test really measure what you intend it to measure?

The comments of Fein and Clark-Stewart bear extensive quoting in this context.

> "Interpretation. Measurement problems may seem to be solved when program outcomes are indexed by scores on standardized achievement, IQ or even affective tests. The tricky and, perhaps, more relevant issue is to demonstrate convincingly what these test scores represent in terms of psychological development. The major impact of early childhood programming may be on motivation, test-taking efficiency, cognitive style (attentiveness, persistence, and reflection), acquired knowledge, or basic problem-solving strategies. Test instruments are complex affairs and changes in test performance can come from factors other than those that are presumably being measured."1/

> "In sum, our ability to interpret evaluation results is limited by at least two problems. On the one hand, our assessment instruments sample a narrow range of situations and behaviors and may distort our image of the child's competence and narrow our program thinking. On the other hand, we often tend to infer too much from indices that lack a supporting interpretive framework. In response to these problems we need abandon neither action nor evaluation. Rather we are compelled to advance proposals as hypotheses, to scrutinize our methods with care, and to frame our conclusions so that they respect the limitations of our current knowledge.

> "Although the problems presented by standardized tests are significant, little is to be gained by substituting "warm tummy" methods. Far too many programs have rested their cases on reports of parents or teacher satisfaction. Good feelings clearly are important elements in arriving at policy or administrative positions but have little to do with achieving goals other than satisfied adults. If satisfied adults lead to advances by the children, that would be a most valuable finding."2/

1/ Fein and Clarke-Stewart, op. cit., p. 270.

2/ Ibid., p. 271.

These comments can be multiplied and elaborated upon to considerable length vis-a-vis the CDA program, but such is not necessary. The point of all this is that general objectives must be stated clearly and in terms where at least one or two major objective indices of output for each objective can be devised to measure program impact. Functions, inputs or activities should not be interwoven with intermediate or final program objectives and outputs for if they are, the problem of evaluation becomes exceedingly complex, and in some cases, impossible. It is, after all, impossible to devise one single index to evaluate such a multifaceted program in the first place. Therefore, so that we don't double count program effects, a few precise program objectives which, ideally are mutually exclusive should be specified. Even though these measures cannot be combined into a single index, when separately evaluated they can provide an overall impression of the impact of the totality of the project on the children clients. And, we should note that it may sometimes be impossible to specify mutually exclusive effects. Often, either complementarities will occur--you must read in order to solve arithmetic--or double counting occurs--reading and arithmetic tests both measure common aspects of educational achievement.

D. The Stages of Evaluation

As suggested above, the evaluation of the CDA program must proceed in three steps.

1) Given a desired set of competencies at specified levels of performance, determine the optimal set of inputs to train the CDA.

2) Evaluate the impact of the CDA competencies, together with other program inputs on the desired outputs for the children clients.[1/]

3) Then, if one desires, relate the cost of achieving the desired outputs with the average or incremental cost of achieving these outputs.

1) Determination of the Optimal Training Inputs

The Child Development Associate Training Guide is fairly explicit in its specification of the inputs which it considers to be necessary to train a CDA.[2/] The general appropriate training is seen as a function of the following.

1) X_1, field work, by type of field work. If one desired, field work could be further broken down into time spent in its four components: 1) interaction with young children; 2) participation and assistance of classroom staff in designing and implementing early childhood curricula; 3) interaction with parents; and 4) working in a supporting supervisory relationship with main classroom staff members.

2) X_2, percent of time spent in field work, which must equal or exceed 50 percent ot total training time.

1/ The work by Eric Hanushek represents some of the best efforts in this area to determine the impact of teacher inputs on the educational performance of students. His basic model of the educational process is as follows:

$$A_{i_t} = F(B_i^{(t)}, P_i^{(t)}, I_i, S_i^{(t)})$$

where

A_{i_t} = a vector (set) of educational outputs of the ith student at time t.
$B_i^{(t)}$ = a vector of family inputs to education of ith student cumulative to time t.
$P_i^{(t)}$ = a vector of peer influences of the ith student cumulative.
I_i = a vector of innate endowments of the ith student
$S_i^{(t)}$ = a vector of school inputs to the ith student cumulative to time t.

3) X_3, academic work, which can be broken into specific numbers of credit hours.

4) X_4, age, which must equal or exceed 17 unless there is a high school diploma.

5) X_5, education, where education must equal or exceed a high school diploma if age, X_4, is less than 17.

6) X_6, percent of individualized training.

7) X_7, community experiences.

In addition, certain constraints are imposed on this training process. First the CDA trainee must pass a health examination. Second, he or she must reflect the racial or ethnic population of the preschool clients. Third, training tentatively must not exceed two years. Thus, time in the program becomes becomes an eighth variable, X_8. There is one final variable set, Z, which represents a vector (a set) of the characteristics of the

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With an estimation of a variant of this model which used two different sets of data, Hanushek was able to determine that teacher attributes do make a significant difference in pupil performance on standardized tests. But he also points out that the hiring of teachers based mainly on credentials appears to be inefficient. The implication for the CDA program is that "getting results" in teaching is not simply a function of unique individual characteristics of the teacher, but that the skills one can learn, in addition to one's natural talent for teaching, can make a difference. However, the evaluative literature in the field is unsettled on this issue at the present time. See [7], [13] for Hanushek's work. [2] gives a contrary view of the effect of school and teacher inputs, but Coleman's work is challenged by the work of [9] and [21], among others. Due to his careful theoretical specification and econometric testing, we have greater confidence in the work of Hanushek than in Coleman.

2/ Ibid., p. 50.

CDA trainee at the time he or she enrolls in the program. These are outlined in Chart 1,[1/] "A Graphic View of the CDA Competencies as a Basis for Appraisal." These characteristics such as "sensitivity," "commitment," "humor," "responsiveness," and "perceptiveness of individuality" represent personality capacities which are not easily influenced by any conceivable training process, though interactions can occur between these capacities and acquired skills. Thus, in order to find out if the CDA training really makes a difference and to find out which among several curricula may make the greatest relative difference, it will be necessary to establish measures of these desired behavioral characteristics at the time a person enters the CDA training program. These characteristics become inputs to the training process and are likely to interact with the CDA curriculum to produce complementary effects in the creation of the desired behavior of the CDA. Thus, apart from their use as a screening device, standardized and professionally sound personality tests which measure the above characteristics should be administered prior to entering CDA training and be used as control variables in any model designed to estimate the effect of the CDA curriculum on any of the desired competencies specified on Chart 1 and elsewhere by the Consortium.

The various desired CDA competencies can be designated as Y's. Absolute standards of performance will be set for each competency, presumably by the Consortium. Each of these absolute standards will represent

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1/ The CDA Appraisal Guide, Developed by National Planning Association for the Office of Child Development, Washington, D.C., July 1973, p. 4.

a minimum; however, it is clear that some trainees will exceed this minimum. This variation in performance will provide a range of performance against which the total program inputs including the CDA behaviors can be regressed. A multiple regression framework is needed to evaluate the impact of different combinations of the above inputs on each of the desired competencies. One basic relationship for estimating the impact of a CDA curriculum on creating a given level of performance of a CDA competency is as follows:

$$Y_{i_j} = f(X_{1_i}, X_{2_i}, X_{1_i}X_{2_i}, X_{1_i}X_{3_i}, X_{3_i}, X_{4_i}, X_{5_i}, X_{6_i}, X_{7_i}, X_{8_i}, Z_i, W_i, S_i)$$

Where the Y's, X's, W and Z are defined as above and i stands for the i-th CDA trainee and j stands for any of the desired competencies A through F on Chart 1. Thus, the trainee is the unit of observation in this analysis.

This model, which is only one of a number of possible ones says the following:

The level of CDA competency is a function of the type or composition of field work, X_1; the percent of total time spent in the field work, X_2; the interaction between the type of field work and the time spent in that field work (assuming more than one type of field work per trainee), X_1X_2; the amount of academic credits, X_3; the interaction between type of field work and academic credits, X_1X_3, assuming more than one type of field work, academic credit or both; age, X_4; education, X_5; the percent of time spent in individualized training, X_6; community experiences, X_7; length of time in the program, X_8; a vector (set) of trainee characteristics other than age, education or health, Z; and W, a vector of CDA competencies; and S, other environmental characteristics of the school and learning environment, such as the curriculum tools, hours of use of video taping or the type of institution in which the training takes place.

Statistical estimation of this model for each Y will allow the estimation of the net separate impacts of each of these independent variables on the creation of the given competency. It is even possible to specify the optimum age, education, percent of field work, time in program, or number of academic credits to achieve each type of competency, for instance. The various competencies can be expressed not as a linear function, but as a nonlinear function of each of the desired inputs. If the appropriate functional form is a quadratic, the model should yield a U-shaped relation between the desired competency and the input. Figure 1

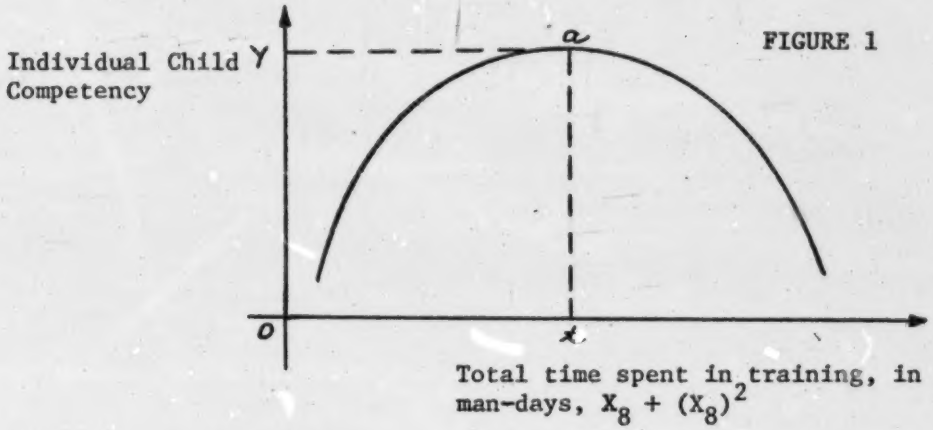

FIGURE 1

illustrates a hypothetical relation. The curve, a quadratic, shows how individual Child Competency might change as total time spent in training changes. This competency reaches a maximum OY at a point a where the student spends a total of Ot time in the program. On the average, other things equal, Ot is the optimal training time. Less time results in a lower competency and more time also results in a lower than optimal competency level. Other training inputs which can be expressed in a continuous form, such as credit hours or percent of time spent in field work can be treated in the same way.

Finally, one can complicate the model in several ways. One way, which is suggested by the description of the training components, is to specify a multiplicative relation between field, academic and community experiences. This means that each of the three inputs interact strongly and their product is greater than their individual effects summed separately. A second method is by specifying what is known as a simultaneous equation system which would take into consideration that two or more of the CDA competencies were interdependent. Ignoring CDA program training costs at this point, the upshot of this would be to determine the way in which both training inputs and competencies interact, thus providing a clearer picture of the entire CDA training process.

2) Evaluation of CDA Competencies on Desired Program Impacts on Children Clients

Since every CDA trainee will have to meet specific minimal competencies and since each CDA trainee can be expected to vary as to the degree to which he or she meets or exceeds each competency, the set of competencies, the intermediate program outputs, can be (and should be) used as inputs to estimate their separate net effects on desired program impacts on the children clients. Since each child will be measured as to his improvement before and after entering the particular program administered by a CDA, an approximate basis for estimating the CDA impact on the change in the children clients' behavior is possible.

Assume, for example, that each CDA has the following set of competencies:

X_1, an index of ability to establish rapport with young children, based upon some agreed upon index measure. A set of objective traits could be subjected to factor analysis and an index built up from this process;

X_2, age, in years;

X_3, total academic credits;

X_4, total time spent in training;

X_5, percent of time spent in field work;

X_6, a test score on a simple test of health and hygiene knowledge (Item 9 of A);

X_7, knowledge of alternative learning techniques, based on standardized tests;

X_8, an index of the CDA's ability to withstand stress and frustration - again, factor analysis techniques could be applied here based on a battery of tests or questions.

For both X_1 and X_8, the Consortium or other evaluators should rely on standard tests whose reliability and statistical idiosyncracies are well known rather than try to generate such tests de novo.

Finally, other measures of criteria to be used as indices of progress towards acquisition of the CDA competencies could be developed. As yet, these possibilities are not entirely clear. It is the responsibility of OCD, the CDA Consortium and the CDA trainee trainers to specify these. Any absence of or inability of the program sponsor to do so is suggestive that the CDA trainers have no clear idea of what their curricula are intended to accomplish. The Office of Child Development should enforce precise objective statements of the major criteria each contractor intends to use in assessing acquisition of the competencies. There should be uniformity among the various CDA trainers as to agreed upon competencies and the tests to measure them.

The next step is to specify the desired outputs to be achieved for the children. These should be objectively measureable. As noted above, we agree with Fein and Clark-Stewart that "warm tummy" evaluations simply are not politically, socially, or objectively adequate. Examples are as follows:

Y_1, a recognized test for motor skills, before and after CDA treatment (A-2)[1/]

Y_2, the number of injuries requiring treatment by nurse or doctor (A-9)

Y_3, a test for recognizing symbols, words and numbers, (B-5)

Y_4, a test of logical abilities, etc., (B-6)

Y_5, a test of obedience of the child to rules, etc. (D-3)

Obviously, other indices of desired outputs can be specified.[2/]

One can then estimate the relationship between any one of these desired effects on the children clients' behavior and each of the CDA's competencies. The following is an example.

$$Y_{3_i} = f(X_{1_i}, X_{2_i}, X_{3_i}, X_{4_i}, X_{5_i}, X_{6_i}, X_{7_i}, X_{8_i})$$

Where all the variables are defined as above and the i's stand for each child client. This example of a possible multiple regression model will tell us the relative importance of each of the CDA competencies on a specific aspect of a child's behavior as well as the way in which the child's behavior changes in response to a one unit change in any one of the CDA competencies. With appropriate modifications in the model, namely the conversion of the CDA competencies from the <u>linear</u> form above to a non-linear (quadratic) form, the optimum level of a given CDA competency can be estimated vis-a-vis a desired effect on the child. As a final note, if at all possible, one should avoid these analyses based on before-after

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1/ These alpha-numeric designations relate to desired outputs as specified in the Appendix to this chapter.

2/ See [14] for a whole variety of test batteries used to evaluate the impact of the Follow-Through Program. These tests are, of course, for older children, but could be used to test the effects of the CDA on school performance at the first, second or third grades.

comparisons of changes in characteristics of both the CDA's and children clients. Almost any kind of control group is better than none. Ideally, one should have day care centers which are simply staffed by persons who are identical on the average to the CDA's, except that they do not have CDA training. The children in such centers operated by persons who are not CDA's should be tested before and after some similar period of time with the same standardized tests as those given to CDA children clients. Such data, then, can serve as a comparison to more closely approximate the net impact of the CDA.

Inter-CDA Program Comparison

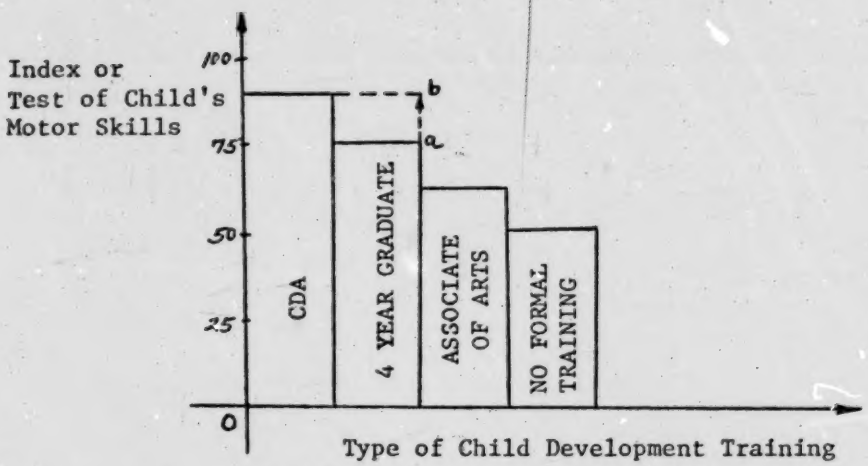
Barring this possibility, since there are 12 federally funded CDA trainee programs currently in operation, these can each be compared against each other, using standardized objective measures to test before and after characteristics of both the CDA's and the children clients. This type of comparison will tell one which program or combination of programs is most effective among the total set. But it cannot tell you if the program is any more effective than no CDA program at all.

Comparison of the CDA with Alternative Training Programs

Finally, it is quite possible that the Office of Child Development may wish to compare the relative effectiveness of the average CDA against other ways of training persons to train preschool children. To do this is relatively straightforward. First, one needs to collect comparable before and after data on the desired behavioral performances of the preschool children for each set of children trained by persons having different kinds of training. Comparable socio-demographic information must

be gathered for each of the different persons trained in child development. Such persons may be of a variety of types such as persons with a four-year college degree, persons with an associate of arts degree, persons who are underqualified or who have little formal training at all but who have desired personality characteristics. Then, each of these types of persons must be allowed to run a class of preschoolers for a specified period of time so that training impacts can be measured. These impacts are then regressed against the socio-demographic characteristics of the variously trained separate sets of persons. In addition, each type of training a person has is coded with a dummy variable (where, for instance, 1 = CDA training and 0 = any other training). These dummy variables then become additional independent variables in the model and one can compare the differences in the average effect each type of training has on some selected measure of child performance. Thus, for example, we might find the following average effects as shown in Figure 2.

FIGURE 2
Average Effect by Type of Training



The regression coefficients would show the difference in the average effect of each technique. Thus, the distance ab would represent the extra benefit the CDA would impart to the preschool child relative to the four-year college graduate. This distance ab is a kind of incremental effect of the CDA compared to the four-year graduate. Simple methodologies exist to allow one to compute each of the average effects also.

3) Cost-Effectiveness Analysis

Unfortunately, while the above methodology designed to analyze the CDA program would be very fruitful in determining the optimum type of program or combination of inputs or CDA competencies, cost-effectiveness analysis is of limited value here. Indeed, it may not even be appropriate except as to choose among different CDA teaching strategies. It most certainly will not tell the Office of Child Development if the CDA is a socially desirable program in an economic or educational sense.

An explanation of these two points is in order, quite obviously.

First, one can compare the average cost, for each of the 12 CDA trainer programs, for achieving a given target level of either CDA competency or final output effect on the average child client. If very detailed cost and input records are kept (the extant training proposals do not reveal this capability), it would even be possible to estimate which program yielded the greatest average effect for a given dollar cost. Then one could choose the program with the greatest average effect per dollar of cost among the set of 12 CDA trainer programs designed to achieve any given goal. (A dilemma here is the possibility that one program would be most efficient for increasing Competency A and least

efficient for increasing Competency B, while the reverse might be the case for a different competing program. In such a case, the choice between the two is not obvious, if both can't be chosen). But, clearly, one would like to have the increased information such as cost-benefit or cost-effectiveness analysis would yield even if one were ignorant of whether or not the CDA program "paid" off society in some sense -- whether economically, socially or politically.

But, cost-effectiveness analysis is not likely to be able to tell one if the CDA program is economically efficient -- that is economic costs are covered by economic benefits. The reason is that we cannot measure a money output for the effect of the CDA's on the children clients. We do not even clearly understand the relationship between innate abilities, personality traits, and acquired human capital on earnings for adults. How much more difficult will it be then to attempt to establish such linkages for two, three, four or five year old children who won't enter the labor market for years and whose personalities, intellects, etc., are still being formed. It would require the most simplistic temerity to make such a leap. Hence, it is not possible to argue one way or the other that the CDA program is an efficient economic investment in human capital. The justification for setting up the program must be the same as that which society has employed to justify such programs as public kindergartens, grade schools or high schools -- a general consensus among citizens, educators and politicians that the program is justified on social, educational, humanistic and political, as well as economic grounds.[1/]

1/ See [12], Chapter 8.

Such a justification by consensus is just as valid as any justification one might wish to make on efficiency grounds alone. In fact, no economist would argue that a decision to establish the CDA program should be made on pure efficiency grounds alone. This would be the height of folly and ignorance given the multiple-objective, multiple-product nature of this type of program.

E. Cost Analysis

Even though cost-effectiveness analysis in terms of the lifetime impact of the CDA program on the child client is hardly meaningful, it is of considerable importance to society to be able to estimate the relative costs of different training strategies vis-a-vis the desired impacts on children's behavior.

We would like to know, for instance, how much it cost, on the average, to train an additional CDA. We might also wish to know what major CDA program components cost since, even though regardless of the level of economic benefits, we have as a polity made the educational decision to create a nationwide CDA program and subsidized some day care centers for three and four year olds, we are still interested in knowing what the total commitment of social and private resources will have to be when the entire program is instituted. The average and marginal cost per training of a CDA is of importance as is the average and marginal cost of training the child client.

Cost Concepts

Before we proceed, it is important to clarify what is meant by total cost, average cost and marginal cost. Total cost is simply the total resource outlay necessary to produce a given level of output. Average cost is total cost divided by total output. Marginal cost is the increase in total cost that results from increasing total output by one additional unit.

Conceptually, we refer to any cost as an opportunity cost or an alternative cost. In this sense, the cost of performing an action is equal to the value of the benefits one has to give up because he chooses to pursue one line of action rather than some alternative. The true measure of costs is the highest level of benefits one would forego -- the benefits of one's next best alternative which was not selected. Note the possibility that the money outlay one makes to command a given set of resources may not be the true measure of cost since the value of the foregone opportunity of one's next best alternative could conceivably be greater than the money outlay needed to establish a CDA program. It is the value of these lost benefits which is the true measure of cost.

Locus of Cost

Costs are usually identified as social, private, governmental, depending on who bears the cost of an action. For any given action these three measures of cost need not be equal. However, it is important to note that social cost represents the total value to society of the resources committed to an action. In this sense, it is the most complete accounting of cost. It will seldom be the case that social cost and cost

to the Federal government will coincide. Borus and Tash do a commendable job of listing the elements of each type of cost for manpower training programs. The elements for the CDA program are directly analogous.

Costs to Society

A. The time spent by volunteers involved in the program, as well as government administrators, CDA Consortium personnel, contractors to OCD, the Consortium and the licensing program, all represent costs to the CDA program and should be calculated. The local project staff at the training institute may not be engaged full time in the program. However, costs relevant to their design of the proposal, design of the curriculum, recruiting, testing, interviewing and counseling of prospective CDA's must be included. The provision of support services such as day care and health services, transportation, record keeping, legal services, counseling, custodial care of equipment and facilities, and related administrative tasks should also be included.

Personnel in the Department of Health, Education and Welfare at national, regional and local levels involved in the program should be charged to it for appropriate time inputs. Of course, all staff concerned with CDA training should be charged.

B. "The physical capital used in the program. This would include:

1. The market rental value of all property and buildings including government property.
2. The market rental value of all machines, instructional equipment and supplies, and other materials used in the program. Equipment

which is purchased should be depreciated based on use. Where it is not possible to estimate depreciation on a use basis, the difference between original cost and salvage value should be amortized appropriately over the life of the program.

C. "Miscellaneous services which are necessary to the operation of the program, such as staff travel, telephone services and equipment repairs.

D. "The goods and services purchased by the program participants which they would not otherwise have had to buy. These include such expenditures as: transportation to and from the program, meals and living expenses away from home, uniforms, books, tools or other educational materials and day care for dependents.

E. "The potential production of persons participating in the program which is lost during the time the program is being conducted. Included would be the output of the program participants which would occur in the absence of the program."[1/]

Costs from the perspective of participants in the program and employees are also presented in the cited study.[2/]

Rationale for Measuring Average and Marginal Costs and Benefits

It is necessary to measure an average cost-benefit ratio in order to make sure that the total cost of an operation is covered by its total benefits. Thus, we would not ordinarily fund a program which was suffering losses unless other than economic criteria were the policy basis for operating the program.

1/ Borus, Michael E. and Tash, William R., "Measuring the Impact of Manpower Programs", Institute of Labor and Industrial Relations, the University of Michigan - Wayne State University, 1970.

2/ Ibid.

However, in order to tell which of two or more programs, say several different methods for training the CDA, is most efficient, we must discover which program alternative yields the highest increment or addition to benefit for a given constant increment to cost. In short, it is just common sense to spend your extra dollar where you get the highest addition to benefit. That program which yields the highest extra benefit for a given extra dollar of resources committed is the most efficient program. Thus, the average cost/benefit ratio must be equal to or greater than one for a program to be considered at all. Then, for all those programs which meet this criterion the one with the largest marginal cost-benefit ratio is chosen first as an educational investment.

Cost Issues with Respect to the CDA Program

Since the CDA program is experimental in nature, the methodology of the cost problem is slightly different compared to an on-going educational program. The reason is that there are experimental or developmental costs in establishing the program -- the cost of this research study is one element of the developmental cost for instance -- and there are the costs of implementing the CDA program prototype once the most educationally as well as economically efficient method of training the CDA has been developed. To handle this problem, we need two more concepts of cost. These are capital cost and operating cost. All developmental costs are capital costs and should be allocated over the entire economic life of the CDA program. But, additional capital costs will be involved in operating the CDA training program prototype. These, too, must be allocated over the economic life of the program. And, of course, there are operating costs, which by their nature are allocated directly over the life of the program because they occur at discrete moments of time and the resources they represent are used up during that discrete time period.

The simplest way to allocate capital costs is through the use of a capital recovery factor.[1/] Such a method automatically accounts for the depreciation of the capital as well as the opportunity cost of using the capital. However, the capital use is represented at a constant annual rate which may not correspond to the actual economic rate of capital use.

Costs as a Function of Level of Evaluation

We have stated above that the evaluation of the CDA program can occur at two levels. The first involves the training of the CDA per se. One can ask what are the total, average and marginal costs of training the CDA. However, we are ultimately interested in the cost of training not only the CDA but in the cost of producing his or her services per child per year, if we wish to evaluate the impact of the CDA on the desired behavior of the child clients.

In this latter case, cost will be a function of

1) The wages of the CDA's

2) Variable costs

3) Fixed costs. Fixed costs represent capital costs and other costs which, in the short run, one is contractually obligated to pay.

[1/] The capital recovery factor is equal to

$$c = \frac{C_o \, i(1 + i)^n}{(1 + i)^n - 1}$$

where c = the annual cost of capital in use
C_o = the original capital outlay
i = the private or social rate of discount
n = the life of the capital good in question

Considerable judgment is necessary to estimate i and n and C_o. See the treatment in [7a], p. 158 ff.

CDA Costs

To train the CDA, we must consider:

1) Developmental costs which are the following: For experimental pilot projects there are one-time costs associated with developing curriculum and training modules, supportive services in developing training curriculum and measurement instruments, the purchase of equipment, the cost of unproductive pathways that are tried and discarded, and the like. Such costs will not be present in a later stage of the CDA program when institutions are training CDA's in a mass replication of the optimal features of the pilot projects. Developmental costs loom largest for the 12 experimental training programs, when they are considered alone. However, if the CDA program is successful, these costs may be spread over several hundred programs in the mass replication stage, and their contribution to total costs could then be very slight.

2) The opportunity cost of volunteer services will have to be included in the calculation, as well as foregone compensation of the trainees who are in a reduced or non-pay status while undergoing training.

3) Variable and fixed cost components of the analysis will include the salaries of teacher trainers and administrative support personnel, the depreciated cost of capital equipment, operating costs of rent, utilities and maintenance. Costs of selection and recruitment of candidates.

Costs/Preschool Child Trained

The relation between CDA costs and costs per preschool child trained is not direct. Even though we know it costs say X dollars to train the CDA, this cost does not become the cost to a program employing the CDA. Instead, the value or opportunity cost of the CDA's foregone alternative becomes the cost input of his or her labor to the preschool educational program. Usually, we treat the wage rate paid as the measure of the cost if the labor market is assumed to be competitive.

Finally, when we treat other variable or fixed costs, since we are interested in measuring the social cost of the program, we wish to make sure that we are measuring the total value of resources used up in the

program. Transfer payments which are often financial cost items, may not represent a net reduction in the total amount of resources available to society as a result of the program operation. When a program is subsidized, this subsidy may fail to show up in the financial accounting and true economic social costs will be understated. In short, a major caveat is to beware of treating all financial costs as recorded on the typical accounting form as a true and complete measure of social cost. Considerable experience is required to avoid the traps one can easily fall into when translating financial into economic costs.

F. Recommendation on Investment in CDA's

At this point, we can only recommend that each of the experimental CDA projects be required to employ common cost accounting measures which are explicitly defined so that the average cost of training the CDA prototype can be measured by each project. Since a dozen or more CDA projects are in operation, it should be possible to estimate a total cost function and this will yield the measure of marginal cost.

Given data on the average and marginal cost of training the typical CDA, educational decision-makers can then decide whether the costs are such that they are willing to ask taxpayers to fund such programs in part or in full. There is no necessary reason to subsidize the cost of training the CDA at all, but if social external benefits are believed to exist, then some social subsidy, equal to these external benefits, is justified. We should caution, however, that the presumption of the existence of such social external benefits is an untested hypothesis, though we do believe they exist. The question as to their magnitude is an empirical one.

Whether or not to set up an extensive nationwide day care program that would be more than just custodial is a separate though related issue. Estimates of the cost of high quality day care involving the use of properly trained professionals such as CDA's range up to 2,500 dollars per year.[1/]

But, for a high quality educational program for three, four and five year olds, the cost appears to range from 1,500 to 2,400 dollars per year per child, depending on what the staff child ratio is as well as how elaborate the educational process becomes.[2/] The use of existing excess capacity in school buildings, etc. could cut the capital cost somewhat and since demographic trends are down, such excess capacity is likely to increase.

However, we judge that on economic grounds, a clear cut demonstration that total social benefits of the CDA program and the resulting day ca[illegible] program for preschoolers simply cannot be demonstrated to be equal to or greater than the costs involved due both to empirical difficulties and shortcomings in the existing economic and soci[illegible] science methodology. As Schultze and his colleagues point out and as we have mentioned above, the decision to "go" or "not go" will have to be made as much on social,

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1/ Op cit [14].

2/ Children's Bureau of the U.S. Department of Health, Education and Welfare and the Day Care and Child Development Council of America, "Standards and Costs for Day Care," 1968 (hereinafter called the DB-DCCDC Budget).

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political and equity grounds as it is on an efficiency basis. In fact, and we affirm this again, basing such a decision on economic efficiency grounds alone, even if all accounting of costs and benefits were possible, would be inappropriate also because economic efficiency is only one of several goals society pursues and it may not even be the most important one.

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APPENDIX E

BASIC COMPETENCY AREAS — Child Development Associate Competencies

A comprehensive, developmental program for preschool children is one in which the total design helps children acquire the basic competencies and skills for full development and social participation, while at the same time assuring that the quality of the child's experience is emotionally satisfying, personally meaningful, and provides a basis for future learning.

Within such a child development program the Child Development Associate will be expected to have the knowledge and skills in the following six competency areas.

A. Setting up and Maintaining a Safe and Health Learning Environment

1. Organize space into functional areas recognizable by the children, e.g., block building, library, dramatic play, etc.

2. Maintain a planned arrangement for furniture, equipment and materials, and for large and small motor skills learning, and for play materials that is understandable to the children.

3. Organize the classroom so that it is possible for the children to be appropriately responsible for care of belongings and materials.

4. Arrange the setting to allow for active movement as well as quiet engagement.

5. Take preventive measures against hazards to physical safety.

6. Keep light, air and heat conditions at best possible levels.

7. Establish a planned sequence of active and quiet periods, of balanced indoor and outdoor activities.

8. Provide for flexibility of planned arrangements of space and schedule to adjust to special circumstances and needs of a particular group of children or make use of special educational opportunities.

9. Recognize unusual behavior or symptoms which may indicate a need for health care.

B. Advancing Physical and Intellectual Competence

1. Use the kind of materials, activities and experiences that encourage exploring, experimenting, questioning, that help children fulfill curiosity, gain mastery, and progress toward higher levels of achievement.

2. Recognize and provide for the young child's basic impulses to explore the physical environment; master the problems that require skillful body coordination.

3. Increase knowledge of things in their world by stimulating observation and providing for manipulative-constructive activities.

4. Use a variety of techniques for advancing language comprehension and usage in an atmosphere that encourages free verbal communication among children and between children and adults.

5. Work gradually toward recognition of the symbols for designating words and numbers.

6. Promote cognitive power by stimulating children to organize their experience (as it occurs incidentally or pre-planned for them) in terms of relationships and conceptual dimensions: classes of objects; similarities and differences; comparative size, amount, degree; orientation in time and space; growth and decay; origins; family kinship, causality.

7. Provide varied opportunities for children's active participation, independent choices, experimentation and problem-solving within the context of a structured, organized setting and program.

8. Balance unstructured materials such as paint, clay, blocks with structured materials that require specific procedures and skills; balance the use of techniques that invite exploration and independent discovery with techniques that demonstrate and instruct.

9. Stimulate focused activities: observing, attending, initiating, carrying through, raising questions, searching answers and solutions for the real problems that are encountered and reviewing the outcomes of experience.

10. Support expressive activities by providing a variety of creative art media, and allowing children freedom to symbolize in their own terms without imposition of standards of realistic representation.

11. Utilize, support and develop the play impulse, in its various symbolic and dramatic forms, as an essential component of the program; giving time, space, necessary materials and guidance in accord with its importance for deepening and clarifying thought and feeling in early childhood.

12. Extend children's knowledge, through direct and vicarious experience, of how things work, of what animals and plants need to live, of basic work processes necessary for everyday living.

13. Acquaint children with the people who keep things functioning in their immediate environment.

C. Building Positive Self-concept and Individual Strength

1. Provide an environment of acceptance in which the child can grow toward a sense of positive identity as a boy/girl as a member of his family and ethnic group, as a competent individual with a place in the child community.

2. Give direct, realistic affirmation to the child's advancing skills, growing initiative and responsibility, increasing capacity for adaptation, and emerging interest in cooperation, in terms of the child's actual behavior.

3. Demonstrate acceptance to the child by including his home language functionally in the group setting and helping him to use it as a bridge to another language for the sake of extended communication.

4. Deal with individual differences in children's style and pace of learning and in the social-emotional aspects of their life situations by adjusting the teacher-child relationship to individual needs, by using a variety of teaching methods and by maintaining flexible, progressive expectations.

5. Recognize when behavior reflects emotional conflicts around trust, possession, separation, rivalry, etc., and adapt the program of experiences, teacher-child and child-child relationships so as both to give support and to enlarge the capacity to face these problems realistically.

6. Be able to assess special needs of individual children and call in specialist help where necessary.

7. Keep a balance for the individual child between tasks and experiences from which he can enjoy feelings of mastery and success and those other tasks and experiences which are a suitable and stimulating challenge to him, yet not likely to lead to discouraging failure.

8. Assess levels of accomplishment for the individual child against the background of norms of attainment for a developmental stage, taking into careful consideration his individual strengths and weaknesses and considering opportunities he has or has not had for learning and development.

D. Organizing and Sustaining the Positive Functioning of Children and Adults in a Group in a Learning Environment.

1. Plan the program of activities for the children to include opportunities for playing and working together and sharing experiences and responsibilities with adults in a spirit of enjoyment as well as for the sake of social development.

2. Create an atmosphere through example and attitude where it is natural and acceptable to express feelings, both positive and negative -- love, sympathy, enthusiasm, pain, frustration, loneliness or anger.

3. Establish a reasonable system of limits, rules and regulations to be understood, honored and protected by both children and adults, appropriate to the stage of development.

4. Foster acceptance and appreciation of cultural variety by children and adults as an enrichment of personal experience; develop projects that utilize cultural variation in the family population as resource for the educational program.

E. Bringing About Optimal Coordination of Home and Center Child-rearing Practices and Expectations

1. Incorporate important elements of the cultural backgrounds of the families being served, food, language, music, holidays, etc., into the children's program in order to offer them continuity between home and center settings at this early stage of development.

2. Establish relationships with parents that facilitate the free flow of information about their children's lives inside and outside the center.

3. Communicate and interact with parents toward the goal of understanding and considering the priorities of their values for their children.

4. Perceive each child as a member of his particular family and work with his family to resolve disagreements between the family's life style with children and the center's handling of child behavior and images of good education.

5. Recognize and utilize the strengths and talents of parents as they may contribute to the development of their own children and give parents every possible opportunity to participate and enrich the group program.

F. Carrying Out Supplementary Responsibilities Related to the Children's Programs

1. Make observations on the growth and development of individual children and changes in group behavior, formally or informally, verbally or in writing, and share this information with other staff involved in the program.

2. Engage with other staff in cooperative planning activities such as schedule or program changes indicated as necessary to meet particular needs of a given group of children or incorporation of new knowledge or techniques as these become available in the general field of early childhood education.

3. Be aware of management functions such as ordering of supplies and equipment, scheduling of staff time (helpers, volunteers, parent participants),

monitoring food and transportation services, safeguarding health and safety and transmit needs for efficient functioning to the responsible staff member of consultant.

PERSONAL CAPACITIES ESSENTIAL FOR CHILD DEVELOPMENT ASSOCIATES

In addition to the knowledge and experience that are essential components of educational competencies, it is essential that the people who teach young children have specific capacities for relating to them effectively. From field observation of practitioners and a review of the literature, it is possible to name those qualities and capacities which are likely to be most congruent with the competencies as defined. These are essential complements to the more technical aspects of competence. The capacities listed below represent patterns of relatedness most relevant to teaching children in the early years of childhood. Training programs for CDAs should try to develop them in all CDA candidates.

-To be sensitive to children's feelings and the qualities of young thinking

-To be ready to listen to children in order to understand their meanings

-To utilize non-verbal forms and to adapt adult verbal language and style in order to maximize communication with the children

-To be able to protect orderliness without sacrificing spontaneity and child-like exuberance

-To be differently perceptive of individuality and make positive use of individual differences within the child group

-To be able to exercise control without being threatening

-To be emotionally responsive, taking pleasure in children's successes, and being supportive for their troubles and failures

-To bring humor and imaginativeness into the group situation

-To feel committed to maximizing the child's and his family's strengths and potentials

Source: Chapter 2, "Competencies for the Child Development Associate," The CDA Program: The Child Development Associate, A Guide for Training, op. cit., pp. 11-16.